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Report of the United Nations High Commissioner for Refugees, questions relating to refugees, returnees and displaced persons and humanitarian questions

Assistance to refugees, returnees and displaced persons in Africa

Report of the Secretary-General

Summary

The present report is submitted in compliance with General Assembly resolution 66/135 on assistance to refugees, returnees and displaced persons in Africa. It covers the period from 1 January 2011 to 31 May 2012 and updates the information contained in the report of the Secretary-General submitted at the sixty-sixth session of the Assembly (A/66/321). The current report has been coordinated by the Office of the United Nations High Commissioner for Refugees and draws on information received from the Office for the Coordination of Humanitarian Affairs, the International Labour Organization, the United Nations Population Fund, UN-Women, the World Health Organization, the World Food Programme, the Office of the High Commissioner for Human Rights and the Special Rapporteur on the Human Rights of Internally Displaced Persons. It is also based on reports from the Food and Agriculture Organization of the United Nations, the United Nations Children's Fund and the United Nations Development Programme.

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I. Introduction

1. Africa[1] has been the stage of multiple displacement emergencies that have put the response capacity of the United Nations system to the test. In early 2011, the violent aftermath of the disputed elections in Côte d'Ivoire displaced more than 1.2 million people; violence and famine displaced hundreds of thousands of Somalis; and conflict in the border areas disputed by the Sudan and newly independent South Sudan drove almost 200,000 refugees into Ethiopia and South Sudan. Violence, political turmoil and drought in Mali displaced more than 350,000 people in the first six months of 2012, both within the country and across borders into Burkina Faso, Mauritania and the Niger.

2. At the end of 2011, Africa hosted some 2.7 million refugees, one quarter of the global refugee population, mostly from Somalia, the Sudan and the Democratic Republic of the Congo.[2] Prior to 2010, refugee numbers had been declining in Africa for nine consecutive years, but this trend reversed and by the end of 2011 the number of refugees had increased by more than half a million compared to the beginning of the year. With some 107,000 new asylum applications, South Africa received the highest number of asylum seekers worldwide.

3. At the end of 2011, an estimated 9.7 million people were internally displaced because of armed conflict, generalized violence and human rights violations in 21 countries in the region. This represents a reduction compared to the previous year, when there were 11.1 million internally displaced persons in sub-Saharan Africa. The Democratic Republic of the Congo, Somalia and the Sudan remained the countries with the highest number of internally displaced persons, while Côte d'Ivoire saw the highest incidence of new internal displacement.

4. Progress was achieved to bring closure to several of Africa's protracted refugee situations, namely those involving refugees from Angola, Liberia and Rwanda. In 2011, 236,000 refugees returned to their areas of origin, primarily in Côte d'Ivoire and the Sudan, and 1.7 million internally displaced persons returned, notably in the Democratic Republic of the Congo, Côte d'Ivoire, South Sudan and Uganda.

5. The Office for the Coordination of Humanitarian Affairs reported that from January 2011 to 30 April 2012, $6.22 billion was received in response to 24 inter-agency humanitarian appeals for Africa. Significant funds were mobilized for the Côte d'Ivoire crisis and the drought in the Horn of Africa. The Central Emergency Response Fund (CERF) contributed to the timely and predictable response to emergencies by providing more than $427.6 million to United Nations agencies in 30 countries in Africa. This figure represents 63.4 per cent of the global funding provided by the CERF in this period. The main recipients were humanitarian operations in Somalia ($53 million), Ethiopia ($50.5 million) and South Sudan ($42.8 million). Of this $427.6 million, $279.3 million were rapid response grants and $148.3 million were underfunded grants.

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[1] In the present report, Africa refers to sub-Saharan Africa.

[2] Statistics on refugees, asylum seekers and returnees usually refer to numbers compiled by the Office of the United Nations High Commissioner for Refugees as of January 2012. Statistics on internally displaced people are estimates provided by the Internal Displacement Monitoring Centre's *Internal Displacement: Global Overview of Trends and Developments in 2011*, as well as estimates collated by the Office for the Coordination of Humanitarian Affairs.

II. Regional overviews

A. East Africa and the Horn of Africa

Sudan

6. The January 2011 referendum on the future of South Sudan and its subsequent declaration of independence marked the working environment for the United Nations in the Sudan. Lack of agreement on outstanding issues following the Comprehensive Peace Agreement, such as the sharing of oil revenues and border demarcation, led to violence in the second half of 2011, sending refugees into Ethiopia and South Sudan.

7. In early 2012, the Sudan and South Sudan negotiated the "four freedoms", including freedom of movement and residence for nationals of the other State; however, the agreement was never signed. Pending a final agreement establishing a legal framework allowing South Sudanese in the Sudan and Sudanese in South Sudan to regularize their stay, the United Nations continued negotiating modalities for South Sudanese to regularize their stay or return. Humanitarian organizations have also scaled up their presence in key areas of return in case of a sudden increase in arrivals.

8. With more than 500,000 nationals in exile, the Sudan remains the second main African country of origin, after Somalia. The Sudan also has an estimated 2.2 million internally displaced persons, of whom 1.9 million are in Darfur. The humanitarian country team prepared a durable solutions framework to support returnees and communities of return in Darfur. In 2011, an estimated 140,000 internally displaced persons returned to their areas of origin in Darfur.

9. The security situation and the degree of access by humanitarian organizations varied by region. In Darfur, the general trend has been a reduction in violence. Nonetheless, pockets of insecurity remained in areas under control of rebel movements, where fighting continued. Impunity and the lack of the rule of law were serious obstacles to curbing insecurity stemming from banditry and common crime. A total of 33 kidnappings of humanitarian staff were reported in Darfur in 2011, but only one case was prosecuted.

10. Following the outbreak of violence and displacement in Southern Kordofan and Blue Nile States, humanitarian organizations faced serious access constraints. In February 2012, the United Nations, the African Union and the Arab League presented a proposal for delivery of aid to civilians in both states. The Government of the Sudan accepted the tripartite agreement with conditions, in late June. By then the rainy season was well under way, making the access to affected areas extremely difficult.

South Sudan

11. During 2011, some 38,000 South Sudanese returned from the Sudan. By June 2012, more than 160,000 refugees from Southern Kordofan and Blue Nile had fled to South Sudan, triggering a large-scale humanitarian emergency. While South Sudan does not enforce an encampment policy, most of the refugees have moved away from the border to refugee settlements. A group of some 50,000, however, decided to remain in Yida, close to the border, and this has raised serious protection

concerns. South Sudan also hosted some 23,000 refugees from the Democratic Republic of the Congo and the Central African Republic, many of whom fled the Lord's Resistance Army (LRA).

12. The takeover of the Abyei area by Sudanese troops in May 2011 displaced some 110,000 people into Warrap State, where they continued to receive humanitarian aid, as prospects for return have remained dim.

13. Inter-communal violence also plagued South Sudan. Large-scale retributive attacks affected hundreds of thousands of people in Lakes, Warrap, Unity and Blue Nile States, while inter-communal fighting in Jonglei State displaced some 63,000 people. In January 2012, a total of 170,000 people had been affected and received humanitarian assistance.

14. Food security has deteriorated since late last year. In February 2012, the World Food Programme (WFP) declared a level III emergency for South Sudan and pre-positioned some 55,000 metric tons of emergency food across the country.

15. Insecurity, the lack of roads and deficient infrastructure hampered access by humanitarian organizations. During the reporting period, more than 150 security incidents were reported involving interference, looting, diversion of aid, or the occupation of humanitarian premises by State and non-State actors.

Somalia

16. While the crisis that hit Somalia in 2011 was generally attributed to drought, other contributing factors included ongoing conflict, violence and restrictions on aid organizations to operate in militia-controlled areas. More than 300,000 Somalis fled during the year, mostly to Ethiopia and Kenya, bringing the total of Somali refugees worldwide to over 1 million. With some 1.36 million internally displaced persons, it is estimated that almost one third of Somalia's population of 7.5 million has been displaced.

17. As a result of rainfall, negotiated access to conflict areas, and intensification of the coordinated relief effort, the number of people in need of humanitarian aid dropped from 4 million in 2011 to 2.3 million at the end of April 2012. By February 2012, famine conditions no longer prevailed in Somalia. The Office of the United Nations High Commissioner for Refugees (UNHCR) and the Food and Agriculture Organization of the United Nations (FAO) strengthened their partnership to ensure long-term livelihood support, in particular for returning internally displaced persons.

18. While the conditions enabling the delivery of aid in Mogadishu have improved, access to other parts of south and central Somalia remained challenging. A new post-distribution monitoring system has yielded positive results, but constraints continued and included diversion of aid and demands for payment.

Ethiopia

19. By the end of 2011, Ethiopia hosted nearly 289,000 refugees, representing an increase of over 300 per cent compared to 2008. Ethiopia is now hosting the third largest refugee population in Africa, following Kenya and Chad. Most of the refugees are from Eritrea, Somalia and the Sudan.

20. In 2011, Ethiopia received more than 19,000 Sudanese refugees, mostly from Blue Nile State, who crossed the border into western Ethiopia. The country also received more than 101,000 Somali refugees, many in extremely weakened conditions owing to famine and the hardships of the journey. While the Government allocated land for three additional camps in the Dollo Ado region and invited humanitarian actors to scale up their programmes, the influx of more than 500 refugees per day overwhelmed the response capacity. Initially, infant mortality and acute malnutrition rates were extremely high. Although the situation was eventually brought under control, in February 2012, the Inter-Agency Standing Committee (IASC) Real-Time Evaluation of the Humanitarian Response to the Horn of Africa Drought Crisis concluded that given the United Nations analysis of the situation inside Somalia, a more robust contingency operation to respond to an influx of refugees should have been in place.

Kenya

21. With more than 566,000 refugees, Kenya is the main refugee-hosting country in Africa and the fourth major hosting country worldwide. From 2009 to 2011, some 374,000 Somali refugees arrived in Kenya, stretching the capacity of the Dadaab refugee camps. During 2011, many of the new arrivals remained in unsanitary conditions in the outskirts of the existing sites until they could be transferred to new locations.

22. The security situation in the Dadaab area deteriorated significantly towards the end of 2011 and remains tense. There were 5 Kenyan policemen who were killed and 16 have been injured by improvised explosive devices while on duty in Dadaab. Leaders from the refugee communities have been targeted and killed, and aid workers kidnapped. This has led to restrictions on the movement of aid workers, such as the requirement to use police escort. Nonetheless, the delivery of basic services, including the provision of food and water, health and education, continued as a result of a business continuity plan that had been drawn up by humanitarian organizations and the refugee leadership.

23. In north-western Kenya, refugees are hosted in the Kakuma refugee camp, which has almost reached its maximum capacity of 100,000 people, with a steady increase of new arrivals. While the majority of the refugees in the camp were Somalis, most recent new arrivals were coming from South Sudan.

24. There were an estimated 250,000 internally displaced persons in Kenya, mostly as a result of the 2007 post-election violence, which at its peak had displaced some 650,000 people.

Uganda

25. By the end of 2011, most of the 1.84 million internally displaced persons who had been displaced by the fighting between the Ugandan military and the LRA had returned to their areas of origin, leaving some 30,000 people in four camps or in a transit centre. Of the total of 251 internally displaced person camps, 247 have been closed, and the land has been cleared, rehabilitated and returned to the owners. UNHCR closed its internally displaced person operation, and protection monitoring is now carried out by the Ugandan Human Rights Commission, with support from UNHCR.

26. At the beginning of 2012, Uganda hosted some 163,000 refugees, mostly from the Democratic Republic of the Congo. During the first six months of the year, more than 30,000 refugees arrived in Uganda, fleeing fighting and human rights abuses in North Kivu in the Democratic Republic of the Congo. During that period, Uganda also received more than 2,400 asylum requests from South Sudanese and Sudanese nationals. Of these, 67 per cent have been recognized as refugees.

B. Central Africa and the Great Lakes

Chad

27. By the end of 2011, Chad hosted more than 366,000 refugees, mostly from Darfur (the Sudan) and the Central African Republic.

28. There were also an estimated 126,000 internally displaced persons, as well as 56,000 returnees. While according to the Chadian authorities, more internally displaced persons were willing to return, the lack of basic social services and the absence of the rule of law and a functioning justice system prevented many from doing so. In the reporting period, the World Health Organization (WHO) supported health centres in six return areas with basic equipment and medical supplies and covered the costs of vaccination campaigns. There is, however, a need to strengthen basic services, in particular the provision of potable water, education and health, and to ensure access to livelihood opportunities.

29. Since the withdrawal of the United Nations Mission in the Central African Republic and Chad (MINURCAT) at the end of 2010, the Government has assumed full responsibility for the protection of civilians and the security of humanitarian actors. Arrangements have been implemented to improve security conditions in the east and south, with the deployment of additional national police, gendarmerie and the United Nations-trained Détachement Intégré de Sécurité. During the reporting period, access to displaced people was increased, particularly in eastern Chad, owing to improved security conditions.

Central African Republic

30. The Central African Republic continued to face widespread displacement, with more than 105,000 internally displaced persons, including some 22,000 newly displaced by attacks of the LRA. In addition, the country hosts nearly 20,000 refugees and asylum seekers, mostly from the Democratic Republic of the Congo. An estimated 9,000 refugees from the Central African Republic returned home from Cameroon and Chad, but some 160,000 remain in exile.

31. Access to displaced populations remained a major challenge in several parts of the country, due to an increase in banditry and fighting among armed groups. Attacks on aid workers resulted in the suspension of humanitarian activities in some regions. The Economic Community of Central African States established the Mission for the consolidation of peace in the Central African Republic, which helped to ensure security for a number of internally displaced person and refugee sites in the country.

32. Recently brokered ceasefire arrangements in the north presented an opportunity for recovery, with thousands of displaced people beginning to return to their villages.

Democratic Republic of the Congo

33. The steady deterioration of the security situation in the east resulted in continued displacement both internally and into Rwanda and Uganda. At the end of 2011, there were more than 491,000 Congolese refugees worldwide, most of them in the region, and over 1.7 million Congolese were internally displaced. North and South Kivu were the provinces most affected. In the north-eastern Orientale province, attacks by the LRA displaced a total of 350,000 people in the Haut- and Bas-Uélé Districts.

34. Between mid-2010 and mid-2011, an estimated 800,000 people returned to their villages, but few did so in the second half of the year because of growing insecurity and uncertainty related to the elections. Sexual and gender-based violence remained one of the most critical protection concerns, in particular in the east. For 2011, the United Nations Population Fund (UNFPA) reported more than 8,900 cases of rape in the Kivus and Orientale provinces alone. Under the comprehensive inter-agency strategy to combat sexual and gender-based violence, activities have been implemented to: (a) improve medical and legal services for victims; (b) address the root causes of sexual violence through changing attitudes towards women and their role in the family and society; and (c) improve economic opportunities for women, including survivors of sexual and gender-based violence who were at risk of social exclusion. Nonetheless, a culture of permissiveness and impunity in which military and civilian perpetrators act remained an obstacle to fighting sexual and gender-based violence.

United Republic of Tanzania

35. The United Republic of Tanzania hosted close to 132,000 refugees during the reporting period, mostly from Burundi and the Democratic Republic of the Congo. The majority have been living in the Mtabila and Nyarugusu refugee camps, in the north-western part of the country. The Government has announced the closure of Mtabila, home to some 38,000 Burundian refugees, now set for December 2012. A joint interview exercise was conducted by the Government of the United Republic of Tanzania and UNHCR to determine the need of those refugees for continued international protection. While a small percentage were deemed to be in need of continued international protection, the vast majority were found not to be in such need and will have their refugee status ceased by the Tanzanian Government, after which they will fall under domestic immigration legislation.

36. Some 162,300 former Burundian refugees are being naturalized as Tanzanian citizens. Initially, the newly naturalized Tanzanians were to be relocated, but owing to several constraints, including financial, the Government has halted the relocation programme pending further review.

C. Southern Africa

37. Most countries in the southern Africa region continued to be affected by mixed migratory movements. In 2011, the number of refugees and asylum seekers in Mozambique had increased by 73 per cent compared to the previous year. The majority of the new arrivals were from Ethiopia and Somalia, and many arrived in a state of exhaustion and were malnourished. The influx stretched the facilities in the Maratane camp, and the CERF made additional funds available to help the United

Nations country team respond to the emergency. WFP responded immediately, including by providing supplementary feeding.

38. With some 107,000 new asylum claims, representing 50 per cent fewer than the previous year, South Africa still received the highest number of asylum applications in 2011. Almost half the claims were presented by Zimbabwean nationals. In 2011, more than 6,800 asylum seekers were recognized as refugees in South Africa, the majority Somalis and Ethiopians. Deportation of Zimbabwean nationals resumed in October. While the Government implemented some of the recommendations of the Protection Working Group to ensure that the deportations were carried out as humanely as possible, concerns remained in particular with regard to unaccompanied minors.

D. West Africa

39. During the reporting period, West Africa was the scene of two major displacement emergencies: at the peak of the crisis, post-election violence in Côte d'Ivoire displaced an estimated 1 million people, both internally and across the border, mainly to Liberia. In January 2012, drought compounded by violence in northern Mali and political turmoil resulted in the movement of close to 200,000 refugees into Burkina Faso, Mauritania and the Niger, as well as the internal displacement of more than 150,000 people.

40. The Governments of Ghana, Guinea, Liberia and Togo recognized the Ivorian refugees on a prima facie basis. In Liberia, a large-scale emergency programme was established to assist the refugees in host communities and several refugee camps. By the end of 2011, more than 135,000 refugees and 467,000 internally displaced persons had returned home since the end of the hostilities in May 2011. At the end of the reporting period, there were still 127,000 internally displaced persons in Côte d'Ivoire and 58,000 Ivorian refugees in Liberia. The United Nations Children's Fund (UNICEF) supported a back-to-school campaign that reached 1 million children.

41. WFP carried out a food security assessment and warned that in the area most affected by the displacement crisis, some 60 per cent of the households remained food insecure.

III. Humanitarian response and inter-agency cooperation

A. Promotion of international protection principles

42. The emergencies in West Africa and the East and Horn of Africa showed that the principle of non-refoulement, the cornerstone of refugee protection, remained widely respected. Nonetheless, some incidents of forced returns and border closures in Africa raised concern.

43. Many countries in Africa maintain an encampment policy, barring refugees and asylum seekers from living outside designated areas, usually refugee camps. A good example offering refugees an alternative to long-term dependency was found in Ethiopia, where an "out-of-camp" policy allowed Eritrean refugees who could

financially support themselves to live outside the camps. The Government of Ethiopia added educational scholarships to this programme.

44. During the reporting period, the inter-agency Protection Standby Capacity Project (ProCap) hosted by the Office for the Coordination of Humanitarian Affairs deployed 10 Senior Protection Officers to various United Nations organizations that assisted displaced people in Africa. They provided expertise in the planning, coordination and implementation of the protection response in Côte d'Ivoire, the Democratic Republic of the Congo, Kenya, Malawi, Namibia, Somalia and the Sudan.

Strengthening of national refugee protection

45. Activities to strengthen normative and institutional frameworks, ensure proper functioning of asylum systems, and reinforce national capacities to handle the growing numbers of refugees and asylum seekers, including in mixed migration movements, have continued in almost all countries in Africa. The quality and sustainability of government refugee status determination procedures varied during the reporting period. In Djibouti, Eritrea and South Sudan, UNHCR assumed full responsibility for refugee status determination, while in Côte d'Ivoire, Ghana and Sierra Leone, joint refugee status determination procedures were in place. The overall number of pending asylum cases in Africa grew from 311,300 people at the end of 2010 to some 366,600 at the end of 2011. National asylum capacities remained stretched, and the large number of people entering the asylum system in the context of mixed migration movements negatively affected the quality of refugee status determination procedures.

46. The newly independent State of South Sudan was almost immediately faced with a refugee emergency, without having legal or normative frameworks in place. While refugees from the Sudan were admitted, efforts were under way in Juba to draft and enact a refugee law. The Refugee Act is expected to be approved soon, and government capacity to issue refugee identity document cards, and birth, marriage and death certificates would benefit from further strengthening.

Registration and documentation

47. Registration upon arrival is crucial to identify refugees and their needs, as well as possible security threats. During the reporting period, emergency registration capacity was set up for refugees from Côte d'Ivoire in Liberia and Ghana; from the Democratic Republic of the Congo in Rwanda and Uganda; from Somalia in Ethiopia and Kenya; from the Sudan in Ethiopia and South Sudan; and from Mali in Burkina Faso, Mauritania and the Niger. Once emergency registration has taken place, a more detailed and individual registration process is carried out, to ensure a comprehensive picture of the refugee population, its needs and profile.

48. Worldwide, during 2011, 51 per cent of newborn refugees in camps and 89 per cent of refugee babies in urban settings received a birth certificate, compared to 46 per cent in camps and 49 per cent in urban environments in 2009. Birth registration is a first step towards recognizing a person before the law and preventing statelessness. It is also crucial to mitigate protection risks, including forced recruitment, trafficking and early marriages, and to ensure that a child has access to health care, education and other services.

49. In Kakuma refugee camp in Kenya, measures that had been introduced to make the birth registration process more efficient, including mobile registration units, resulted in an increase in registration from 48 per cent of newborns in 2010 to 80 per cent in 2011. Impediments to improving access to birth registration in Africa included lack of registration facilities and dedicated staff, lack of information, and high fees. At an intergovernmental ministerial-level meeting in December 2011, facilitated by UNHCR, on the occasion of the sixtieth anniversary of the 1951 Convention relating to the Status of Refugees and the fiftieth anniversary of the 1961 Convention on the Reduction of Statelessness, the Governments of the Central African Republic, Côte d'Ivoire, the Democratic Republic of the Congo, Namibia, Rwanda and South Africa pledged to improve refugees' access to birth registration.

Promotion of the human rights of internally displaced persons

50. The year 2012 marked the twentieth anniversary of the mandate of the Special Rapporteur on the human rights of internally displaced persons. During these two decades, progress has been made to improve the protection of internally displaced persons, and the adoption in 2009 of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, the Kampala Convention, was a legal milestone. By the end of May 2012, 37 of the 54 African Union members had signed the Kampala Convention and 13 had ratified the instrument. Fifteen ratifications are needed for the Convention to enter into force. The Global Protection Cluster has been supporting the African Union Commission in preparing a draft model law to help States to transpose the provisions of the Convention into national law. During the reporting period, Angola and Liberia prepared legislation based on the 1998 Guiding Principles on Internal Displacement, as did Kenya.

51. The Special Rapporteur focused much of his work on the need to strengthen assistance, protection and durable solutions for the majority of internally displaced persons living outside camps.

Statelessness

52. In 2011, the fiftieth anniversary of the 1961 Convention on the Reduction of Statelessness was commemorated by promoting greater awareness of statelessness and action to address it. At the intergovernmental ministerial-level meeting, African States expressed unprecedented commitment to prevent and reduce statelessness and to identify and protect stateless people. There were 22 statelessness-related pledges made by African States, including 11 to accede to the 1954 Convention relating to the Status of Stateless Persons and 15 to accede to the 1961 Convention. During the reporting period, Nigeria, Benin and Burkina Faso signed one or both Conventions.

53. Other commitments included improving access to civil registration and documentation, reforming nationality laws to prevent and reduce statelessness, and undertaking studies and raising awareness of statelessness.

54. A growing number of States recognized the importance of including safeguards in nationality laws to avoid statelessness. The new Constitution and Citizenship and Immigration Law in Kenya set a good example by incorporating the principle of equality between men and women in all matters relating to nationality, granting of nationality to foundlings, and guaranteeing that residence abroad is not a ground for loss of citizenship.

55. State succession is one of the situations most likely to create statelessness. In South Sudan, UNHCR provided technical advice on the drafting of the Constitution and citizenship legislation and supported the adoption of laws which largely prevented statelessness from occurring when the country became independent. International actors worked with the Governments of the Sudan and South Sudan to ensure that people of South Sudanese origin in the Sudan and returnees have access to identity documentation proving their citizenship. Despite these efforts, concerns remained regarding the status of people of South Sudanese origin who reside in the Sudan and of Sudanese residing in South Sudan. Many do not have documentation to prove their nationality, and individuals with links to both States, including those of mixed origin or people from border or disputed areas, may encounter difficulty proving their nationality, and remain at risk of statelessness.

Security of people of concern and staff safety

56. The upsurge of conflict and humanitarian crises in Africa has not only increased the number of refugees and internally displaced persons, but also the risks of forced recruitment, sexual and gender-based violence and targeted attacks on civilians. In many operations, access to refugees and internally displaced persons was restricted owing to the volatile security situation or direct threats to aid workers. In Kenya, two refugee leaders who helped maintain peace and safety in the Dadaab refugee complex were murdered. In North Kivu in the eastern Democratic Republic of the Congo, armed groups invaded internally displaced person camps, where they tortured and killed people who refused to submit to forced labour imposed by one of the militias. Ongoing violence hindered humanitarian access to the camps, and only 8 internally displaced person camps out of 31 in North Kivu were accessible to humanitarian workers without military escort. In South Sudan, the proximity to the border of some 50,000 Sudanese refugees remained a concern, exposing refugees and humanitarian workers to the spillover effects of the conflict, including aerial bombardments.

57. Economic hardship and competition over resources led to xenophobia in several areas. In Malawi, shops and other small businesses set up mostly by Rwandan refugees outside the Dzaleka camp were attacked and looted, with the local business community demanding that the Government put an end to businesses set up outside the refugee camp.

58. United Nations peacekeepers played a key role in strengthening the rule of law and the protection of civilians in the Democratic Republic of the Congo, the Sudan and South Sudan. In Jonglei in South Sudan, the United Nations Mission in the Republic of South Sudan (UNMISS) stationed platoons in several villages that hosted people who had been displaced by the inter-communal violence and organized patrols in displacement areas. In Côte d'Ivoire, the United Nations Operation in Côte d'Ivoire (UNOCI) peacekeepers came under attack during the violent aftermath of the disputed elections, after the Security Council in its resolution 1975 (2011) reiterated that UNOCI could use "all necessary measures" in its mandate to protect civilians under imminent threat of attack.

59. Of the 35 United Nations personnel killed in 2011, 26 died in Africa. In the attack on the UN House in Abuja, Nigeria, 13 colleagues perished. South Sudan, Somalia and Darfur (the Sudan) were among the most dangerous places for humanitarian workers and peacekeepers during the reporting period.

Prevention of and response to sexual and gender-based violence

60. UNFPA helped strengthen the capacity of health-care staff to identify, prevent and respond to sexual and gender-based violence in Chad, the Democratic Republic of the Congo, the Republic of Congo, Kenya, Liberia, Somalia, South Sudan, the Sudan and Uganda. Health-care staff were trained in the treatment of rape survivors and in referral pathways, both medical and legal. Training in the prevention and treatment of rape and other incidents of sexual and gender-based violence was provided to the Ghana Police, the Ghana Refugee Board and neighbourhood security watch wardens in refugee camps. Enhancing the capacity of national partners in employing the Gender-based Violence Information Management System to collect and manage data on sexual and gender-based violence in Chad, Côte d'Ivoire, Somalia, South Sudan and the Sudan has been a key strategic priority. UNFPA supported the construction, rehabilitation and equipment of women's centres in internally displaced person camps in Chad, Guinea, Liberia, Somalia and the Sudan.

61. In many areas the struggle against sexual and gender-based violence was seriously hindered by impunity, inadequate law enforcement and lack of judicial capacity, which allowed perpetrators to escape justice. In the north of the Republic of the Congo, 90 cases of sexual and gender-based violence were reported in 2011, including 67 involving children. None of the cases had been presented in court by the end of the year. In Djibouti, however, the introduction of a mobile court system ensured that more perpetrators were brought to justice. This, together with a more coordinated response and the installation of solar street lights, helped reduce incidents of sexual and gender-based violence in the Ali Addeh refugee camp. Solar street lights were also installed in some of the refugee camps in Ethiopia.

Protection of people with special needs, including women, children, the elderly and persons with disabilities

62. In 2011, in Africa, 51 per cent of refugees and asylum seekers were women and girls. On average, 47 per cent of refugees were under the age of 18, and 5 per cent were older than 60. There has been a notable increase in the number of displaced unaccompanied minors, in particular in the East and Horn of Africa. Almost half of all unaccompanied minors worldwide were registered in Kenya (14,000), with Kakuma nearly doubling its population of unaccompanied minors, from 2,260 at the beginning of 2011 to 4,245 at the end of the year. More than 7,000 unaccompanied minors, mostly of Somali and Eritrean origin, were registered in the different refugee camps in Ethiopia.

63. Unaccompanied and separated children should undergo an individual best-interest-determination process, to identify the best interim care and long-term solution for them. Despite the increase of the overall number of best-interest-determination processes carried out, the percentage of children who underwent such a process dropped. In Kenya, only 1 per cent of the unaccompanied minors underwent a best-interest-determination process, related for the most part to finding a durable solution. Lack of capacity and resources were cited as obstacles to conducting more best-interest-determination processes in the Central African Republic, Côte d'Ivoire, Ethiopia, Kenya and Malawi.

B. Delivery of assistance and special needs

Food

64. At the beginning of 2012, some 1.9 million refugees, 1.2 million internally displaced persons and one half million returnees in 24 African countries depended on food assistance delivered by WFP. Food assistance includes general food distributions, targeted supplementary feeding, school meals, food for work projects, and programmes to increase resilience in food insecure areas. An example can be found in the Jijiga region in Ethiopia, where women from the refugee camp and the host community received beehives for the production of honey.

65. In recent years, the international humanitarian community moved from the traditional approach of providing in-kind food to the use of a cash-and-voucher system. This allowed beneficiaries more choice and control of how to meet their needs. Cash and vouchers for food were used in situations where food was available in the local market, but not accessible to the poorest. In Dadaab and Kakuma, food vouchers were given to women and young children to buy fresh products and milk. WFP and UNHCR are currently undertaking a project to assess the impact of the use of the cash-and-vouchers system on the situation of protection of beneficiaries.

Public health and HIV/AIDS

66. Public health activities and access to health services for refugees, internally displaced persons and returnees remained key protection components. During the reporting period, malnutrition, measles, diarrhoea, respiratory tract infections and malaria remained the five main causes of death for refugee and internally displaced person children under the age of 5 in Africa. In a positive development, a growing number of refugees gained access to voluntary health insurance schemes in West Africa and in the Democratic Republic of the Congo, in particular in urban areas.

67. In 2011, most of the newly displaced refugees came from food insecure areas in Mali, Somalia and the Sudan. Many of them were in poor health when they arrived in the neighbouring countries. Up to two thirds of arriving Somali children in Dollo Ado, in Ethiopia, were acutely malnourished. In one camp, the daily mortality rate exceeded 7 per 10,000 people. Nutrition and health services, including massive measles and polio vaccination campaigns, were scaled up and community outreach improved. As a result, the mortality rate of children under the age of 5 was brought down well below the emergency threshold. Global acute malnutrition rates in the camps in Dollo Ado were reduced from more than 50 per cent in 2011 to 15 per cent in June 2012.

68. Agencies included activities to raise awareness about HIV and to mitigate its proliferation in the overall humanitarian response from the onset of emergencies. Special nutritional care for HIV/AIDS and tuberculosis patients, as well as for women in preventing mother-to-child-transmission care, is increasingly integrated in routine supplementary nutrition schemes for refugees and internally displaced persons, including in protracted displacement situations in Burundi, the Democratic Republic of the Congo, the United Republic of Tanzania and Zambia, and during the Horn of Africa crisis.

69. In Côte d'Ivoire, WFP assisted internally displaced persons living with HIV during the 2011 emergency, providing supplementary food to some 5,000

malnourished patients who were undergoing antiretroviral therapy in areas most affected by displacement. In Uganda and the United Republic of Tanzania, community and home-care programmes offering extended support to extremely vulnerable individuals assured that households of refugees and internally displaced persons living with HIV had access to a balanced food basket. All humanitarian response programmes continued to promote the inclusion of refugees and internally displaced persons in national HIV programmes, as more than half of the countries have not yet done this.

70. Scientific progress, the reduction of financial barriers to treatment and improved advocacy have resulted in more opportunities for displaced people and returnees to have access to antiretroviral therapy. By the end of 2011, 93 per cent of refugees known to be living with HIV or AIDS in Africa had access to antiretroviral therapy at a level similar to that of the surrounding population.

Education

71. According to UNICEF, fewer than 9 out of 10 children complete primary school in developing countries, and in the least developed countries more than 1 in 5 children lack access to primary education. UNHCR estimated that a quarter of refugee children did not have access to primary education and that only 1 out of 5 refugee youngsters was enrolled in secondary education. Challenges included the lack of basic infrastructures, equipment, and qualified teachers. Poverty often prevented parents from covering costs for fees or uniforms. Retention particularly affected girls, who were prevented from going to school because of multiple household responsibilities or early marriage.

72. In 2011, UNHCR launched an education strategy to ensure that more displaced children have access to quality primary and secondary education in safe learning environments. Priority countries included Chad, Ethiopia, Kenya, South Sudan, the Sudan and Uganda. Projects in refugee and internally displaced person camps and host communities in Chad, eastern Sudan, Ethiopia and Kenya introduced family solar lamps or torches, which allowed children to study after dark.

73. The Albert Einstein German Academic Refugee Initiative offers scholarships to refugees to pursue a university education. In 2011, some 1,680 students benefited from those scholarships in 40 countries, mostly in Africa.

Livelihood opportunities

74. Although at the onset of displacement emergencies, most host communities were willing to share their resources with new arrivals, the long-term presence of displaced people often put a tremendous strain on existing means and facilities, including natural resources such as water and firewood. Encouraging the self-reliance of displaced people by creating livelihood opportunities not only curbed the cost of assistance, it also helped foster more harmonious relations with host communities. Furthermore, self-reliance has been critical for achieving durable solutions.

75. Involving host communities in programmes for displaced people has become essential to maintain a favourable protection environment. While the refugee community regularly received food rations, the host community in villages surrounding the refugee camps in Dadaab was also facing diminishing resources. In

2011, WFP addressed the growing need of the local communities through Food for Assets projects in an area of 45 km around the refugee camps. These projects sought to mitigate the effects of unreliable rainfall, creating assets for the host community and improving their livelihoods. The main activities were related to supporting the harvest, storage, and sale of farm produce, as well as maintaining rainwater harvesting structures.

76. In West Africa, the International Labour Organization carried out a livelihood programme for refugees who have opted for local integration in 14 countries. The projects included market and feasibility surveys, training and financing of microprojects. Refugee women in Senegal and the Gambia benefited from gardening and agricultural projects, which taught them about combining agriculture and husbandry, allowing them to produce organic fertilizer and biogas.

C. Ending forced displacement

77. When positive changes of a fundamental and durable nature have taken place in a refugee's country of origin, and it is recognized that the causes of flight no longer exist, both the 1951 Refugee Convention and the 1969 Convention Governing the Specific Aspects of Refugee Problems in Africa provide for the formal cessation of refugee status. At the end of 2011, UNHCR recommended ceasing, as of 30 June 2012, the refugee status of Angolans who had fled their country between 1961 and 2002, and of Liberian refugees who had escaped the civil wars between 1989 and 2003. Refugee status for Rwandans who fled their country before 1998 will cease as of 30 June 2013. Leading up to the cessation, comprehensive strategies have been implemented in an effort to find a durable solution for as many refugees as possible through voluntary repatriation or local integration.

78. While the majority of Angolan refugees have returned to Angola since the signing of the peace accords in 2002, by the end of 2011, some 130,000 remained in exile. Voluntary repatriation resumed during 2011, and some 22,000 refugees had returned by the end of June 2012, with 26,000 additional registered for repatriation. Some 70,000 opted for local integration, primarily in the Democratic Republic of the Congo and Zambia. At the intergovernmental ministerial-level meeting, the Government of Zambia pledged to support the local integration of up to 10,000 Angolan refugees with strong ties to their host communities.

79. Between 2004 and 2011, more than 169,000 Liberian refugees returned to Liberia and at the end of 2011, some 67,000 remained in exile, for the most part in West Africa. Some 25,000 have expressed the intention to return, 12,400 wished to remain in their country of asylum and 17,000 remained undecided. Local integration has been greatly facilitated by the Economic Community of West African States (ECOWAS) Protocol relating to Free Movement of Persons, Residence and Establishment, which allowed former Liberian refugees to reside and work in any ECOWAS member State.

80. The Government of Gabon invoked cessation of refugee status for refugees from the Republic of the Congo, effective as of 13 July 2011. This affected some 7,500 people, of whom some 6,500 will be granted residency permits. At the end of the year, more than 3,500 had already received their permit.

81. In eastern Sudan, UNHCR, the United Nations Development Programme and the World Bank launched the Transitional Solutions Initiative to support the local integration of some 68,000 long-staying Eritrean refugees with projects to create livelihood opportunities for refugees and host communities. Projects included granting access to land and crop production loans, seed distribution, microcredit schemes, as well as the upgrading of schools and vocational training centres, literacy and numeracy classes and vocational skills training. This initiative sought to end one of the most protracted refugee situations in Africa by transforming 12 refugee camps into Sudanese villages.

82. In 2011, UNHCR submitted close to 22,000 refugees from Africa for resettlement, and more than 10,200 departed to the United States of America (77 per cent), Australia (6 per cent), Sweden (5 per cent), Canada (4 per cent) and other countries. Most of the refugees submitted for resettlement were from Somalia (58 per cent), the Democratic Republic of the Congo (18 per cent), Ethiopia (10 per cent) and Eritrea (7 per cent).

83. During 2011, an estimated 1.7 million internally displaced persons returned home, mostly in Côte d'Ivoire and the Democratic Republic of the Congo. Nevertheless, insecurity, lack of basic services and assistance in areas of return together with communal tensions and difficulty to recover land or property made it impossible for many to return.

D. Partnership with non-United Nations entities

84. Effective partnership remained the cornerstone of humanitarian response activities, in particular in emergencies. During the reporting period, the United Nations continued to work with governmental partners, national and international non-governmental organizations, as well as with the subregional economic communities, such as ECOWAS, the Intergovernmental Authority on Development and the East Africa Community, and the African Union. UNICEF provided technical support to the African Union Commission for the organization of a pledging conference to respond to the famine in the Horn of Africa, which raised some $350 million.

E. Inter-agency cooperation

Transformative Agenda

85. Since 2011, the Emergency Relief Coordinator, through IASC, has been leading a review process, known as the Transformative Agenda, to strengthen leadership and coordination in the humanitarian response to major crises. This was triggered by weaknesses and inefficiencies in the international response to previous emergencies, and was a continuation of the 2005 humanitarian reform establishing the Humanitarian Coordinator system and cluster approach for internally displaced person situations and complex emergencies.

86. Under the Transformative Agenda, mechanisms have been set up for rapid deployment and support to various levels of leadership to enable improved collective action and coordination at the onset of a major emergency. The Humanitarian Coordinator will be empowered to take decisions quickly and

effectively in the initial period of the emergency, and accountability for the collective response will be clarified and strengthened. The streamlining and more strategic establishment (and deactivation) of clusters as the means for coordination has also been agreed, ensuring that national coordination mechanisms and leadership take priority. During the reporting period, the cluster approach was in effect in 19 countries in Africa.

87. In 2012, the IASC organizations focused on operationalizing the Transformative Agenda at the field level. They have prioritized the testing of the Transformative Agenda in South Sudan and the rollout of targeted components in Chad, Mali and the Niger.

IV. Conclusion

88. A succession of large-scale humanitarian crises in West and Central Africa and the East and Horn of Africa has characterized the reporting period. Most of the capacity and resources had to be allocated to immediate life-saving assistance, often to the detriment of more long-term activities and the search for durable solutions. While saving lives was the immediate priority, the importance of activities that give refugees and internally displaced persons a purpose and a future, such as education and projects that create livelihood opportunities and build self-reliance and resilience, should not be underestimated. At the same time, involving host communities from the onset in the assistance programmes has been key to foster a more favourable protection environment and for the viability of both temporary and long-term solutions. During the reporting period, the host communities, in particular in Liberia, Burkina Faso, the Niger, Ethiopia and South Sudan, were the providers of first resort, sharing their often insufficient resources with the new arrivals.

89. While important progress has been made to end protracted refugee situations in Africa, more needs to be done before the international community can consider the Angolan, Liberian and Rwandan refugees chapters closed. After cessation of refugee status, ongoing support is required to ensure that reintegration in the country of origin or local integration in the country of asylum will be durable and sustainable. At the same time, efforts need to be sustained to improve security and living conditions in areas of origin so that those who wish to return can do so in safety and dignity.

V. Recommendations

90. **The humanitarian crises that occurred during the reporting period were caused by a combination of factors, natural and man-made, including food insecurity, drought, violence, lawlessness and political chaos. I urge the international community to spare no effort to tackle the root causes of conflict and displacement, including by building resilience and the rule of law at local levels.**

91. **I also call on the humanitarian community to ensure that robust and well-coordinated contingency plans are in place to effectively respond to humanitarian emergencies, including those causing internal displacement and refugee movements.**

92. Refugee protection, through hospitality and burden-sharing, remains a reality in Africa, based on tradition and law. The increase in refugee numbers in certain areas and the pressure of mixed migration movements have, nonetheless, caused some Governments to adopt a more restrictive approach to asylum. I call upon African nations to renew their commitment to ensure that refugees can seek and enjoy asylum.

93. Humanitarian aid is crucial in the first stages of an emergency, but every effort should be made to make sure that displaced people can re-establish peaceful and productive lives and do not remain dependent on aid and in protracted displacement. I encourage States to reconsider encampment policies and to lift reservations to the 1951 Refugee Convention that restrict freedom of movement and access to education and gainful employment. Furthermore, I encourage Governments and development and humanitarian agencies to work closely together to support countries in the aftermath of conflict in developing and implementing durable solution strategies for returning refugees and internally displaced persons.

94. The African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa is a groundbreaking legal instrument. Once entered into force, the Kampala Convention will reinforce and consolidate the key international human rights and humanitarian standards which underpin it, including those drawn from the 1998 Guiding Principles on Internal Displacement. I urge African Union member States that have not yet done so to sign, ratify and deposit the instrument of accession to the Kampala Convention. I also encourage the Member States that have ratified the Convention to fully implement it in domestic law.

95. Furthermore, I encourage African States that have not yet done so to consider accession to the 1954 and 1961 Statelessness Conventions. States are encouraged to work with the relevant United Nations organizations to identify stateless populations on their territory and to review their legislation with a view to eliminating gaps that can cause or perpetuate statelessness.

96. States outside Africa are called upon to continue to support African States' long-standing and substantial efforts to meet the immediate and long-term needs of displaced populations, notwithstanding the global financial crisis. International cooperation, solidarity and responsibility-sharing must remain key principles of the entire international community. Their full respect is essential to ensure that host Governments and communities, and national and international humanitarian and development organizations, have adequate resources to respond to displacement emergencies, immediately and in the search for durable solutions.

97. Finally, I call on State and non-State parties to conflict to comply with their obligations under international humanitarian law, to facilitate access by humanitarian organizations to affected civilian populations, and to ensure the security of humanitarian workers. I encourage all African States to ratify and enforce the United Nations Convention on the Safety of United Nations and Associated Personnel.

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Human resources management

Overview of human resources management reform: towards a global, dynamic and adaptable workforce

Report of the Secretary-General

Summary

The present report is submitted pursuant to General Assembly resolution 65/247, in which the Secretary-General was requested to report to the Assembly, at its sixty-seventh session, on the progress of the human resources reform efforts.

The report builds on the last overview report (A/65/305 and the addenda thereto) and presents an overview of human resources management in the Organization, specifically addressing human resources management reforms implemented, or in the process of implementation, since the decisions taken at the sixty-third and sixty-fifth sessions of the General Assembly. These encompass, inter alia, mobility, and the new system of contractual arrangements. Also provided are updates on talent management, including workforce planning, staff selection and performance management.

The report also includes an addendum containing a proposal in response to the request made by the General Assembly in its resolution 65/247 for a comprehensive mobility policy (A/67/324/Add.1).

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I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 65/247, in which the Secretary-General was requested to report to the Assembly at its sixty-seventh session on progress in human resources reform efforts towards a global, dynamic and adaptable workforce.

2. The report presents an overview of human resources management in the Organization, specifically addressing continuing human resources management reforms implemented, or in the process of implementation, since the sixty-third and sixty-fifth sessions of the General Assembly. The report contains sections on mobility; contractual arrangements; talent management, including workforce planning, staff selection, performance management, learning and career development and Inspira; and the Young Professionals Programme, desirable ranges, gender balance, the human resources management scorecard, staff health and well-being and staff-management relations. The status of implementation of requests made by the Assembly in its resolutions 65/247 and 66/234, and requests and recommendations of the Advisory Committee on Administrative and Budgetary Questions that were endorsed by the Assembly, is set out in the annex to this report.

3. The Secretary-General is also submitting an addendum to this overview in response to a request of the General Assembly in its resolution 65/247, containing self-standing proposals on a comprehensive mobility framework.

4. In addition to the overview and its addendum, the General Assembly will have before it the report of the Secretary-General on the composition of the Secretariat (A/67/___), including consolidated data on the use of gratis personnel, consultants and individual contractors, and on the employment of retired staff as well as the reports of the Secretary-General on amendments to the Staff Rules (A/67/99) and the practice of the Secretary-General in disciplinary matters and possible criminal behaviour, 1 July 2011 to 30 July 2012 (A/67/171).

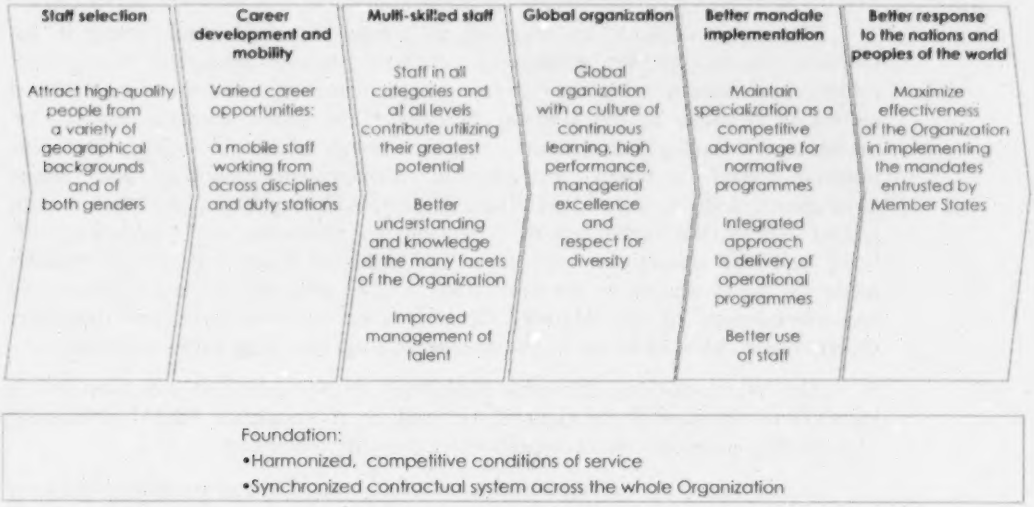
II. Broader organizational context and imperatives

5. The Organization's greatest resource is its workforce, absorbing 70 per cent of the regular budget, and about 25 per cent of the support account, peacekeeping operations budget and extrabudgetary resources (excluding general temporary assistance). The human resources management of the Organization is therefore a key enabler of its overall delivery strategy. As the General Assembly underlined in its resolution 65/247, human resources management must play a central, strategic role in ensuring that the Organization works in an integrated manner and is responsive, supports a culture of empowerment and performance, allows equal access to career opportunities irrespective of programmes and sources of funding, and provides staff members with the chance to learn and grow so they can reach their greatest potential. As the Assembly noted in that resolution, the implementation of human resources management reforms will provide the basis for an improved work environment which will, in turn, better enable the Organization to meet its mandates.

6. The overarching goal of the continuum of human resources reforms, as expressed most recently in General Assembly resolutions 63/250, 65/247 and 65/248, is thus an Organization that is better able to implement the mandates

entrusted to it by the Member States, as delivered by a truly global, dynamic and adaptable workforce. Figure I illustrates the steps in this process.

Figure I
A global, dynamic and adaptable workforce


Staff selection
Attract high-quality people from a variety of geographical backgrounds and of both genders
Career development and mobility
Varied career opportunities:
a mobile staff working from across disciplines and duty stations
Multi-skilled staff
Staff in all categories and at all levels contribute utilizing their greatest potential
Better understanding and knowledge of the many facets of the Organization
Improved management of talent
Global organization
Global organization with a culture of continuous learning, high performance, managerial excellence and respect for diversity
Better mandate implementation
Maintain specialization as a competitive advantage for normative programmes
Integrated approach to delivery of operational programmes
Better use of staff
Better response to the nations and peoples of the world
Maximize effectiveness of the Organization in implementing the mandates entrusted by Member States
Foundation:
•Harmonized, competitive conditions of service
•Synchronized contractual system across the whole Organization

7. The reforms undertaken to harmonize conditions of service and to synchronize and simplify the contractual system have laid the foundations for an Organization where people are able easily to move around without being hampered by bureaucratic barriers; and with that ability to have a more mobile global workforce comes the opportunity for the Organization to maximize its effectiveness so that it can better deliver. As illustrated above, the starting point is a staff selection system that attracts high-quality talent from around the world, with geographical and gender balance. Once within the Organization, staff are then able to benefit from the varied career opportunities available, including through the gaining of experience in different disciplines and duty stations. This leads in turn to the creation of a multi-skilled workforce, which has better knowledge and understanding of the different parts of the Organization, and conditions where staff are personally allowed to deliver to their greatest potential, having had the opportunity to develop a wide range of skills.

8. A workforce that is able to move around and develop these skills will allow the Organization to be truly global in nature, with individuals having a broad understanding of the Organization. There will be a culture of continuous learning as people develop their skills and share knowledge in new positions, and managers will have greater experience of different parts of the Organization. With this greater expertise, the Organization will be in a position to better implement its mandates — both with the specialized skills required for the normative programmes, and with a more integrated approach to the delivery of the operational programmes. This ultimately means that the Organization will be able to deliver the mandates entrusted to it by Member States in the most effective and efficient way possible.

9. While much progress has been made so far, it is clear that there is still significantly less movement around the Organization than the Organization requires and than staff would like. In a staff survey[1] on mobility carried out in January 2012, 65 per cent of staff (55 per cent of international staff and 77 percent of Field Service staff) reported having wanted to move at some point in their career and having been unable to do so. If staff are not able to move around, service in different duty stations is not shared equitably across the workforce, nor is the Organization able to reap the full benefits of a staff with a broad knowledge of the different parts of the Organization.

10. The Secretary-General's goal is therefore to build on the foundations already put in place through the reforms so far to enable the delivery of a consistently dynamic, global and adaptable workforce. In addition, the General Assembly has clearly indicated the importance it attaches to mobility: in the point system it has established for continuing contracts,[2] four out of the seven indicators are related to mobility. However, the system of movements is currently ad hoc and depends solely on the selection of staff by individual hiring managers. There is no strategic organizational approach to ensure that the right people are in the right position at the right time. Neither the Organization nor staff themselves benefit systematically from the opportunities that mobility should afford. Therefore, in response to the request of the General Assembly in resolution 65/247, the comprehensive mobility policy presented in addendum 1 to the present report proposes a more structured system, which would have the following benefits:

(a) **Better vacancy management**. Under the proposed new system, final selection recommendations would be made by job network boards, thereby allowing the Secretary-General, through those boards, to make strategic choices regarding where staff would best be placed. Under the current system, based on decisions of individual hiring managers this is not possible;

(b) **Less time spent by managers on recruitment tasks**. Currently, managers spend significant amounts of time on recruitment. Under the new system, much of that responsibility would devolve to the boards, thereby enabling line managers to spend less time on recruitment tasks, and place an increased focus on their substantive responsibilities;

(c) **A more global workforce**:

(i) The current ad hoc system is a particular challenge in terms of movement between Headquarters and other locations. Without any mechanisms in place to assist staff in obtaining another position, some staff are concerned about moving for fear of becoming "stuck". The proposed system will help address this concern through the enforcement of post occupancy limits, and by giving priority to staff applying from other duty stations. As a result, staff will be more likely than they are today to apply for posts at the more challenging duty stations, which will in turn help improve delivery of the Organization's mandates;

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[1] Conducted by the Staff-Management Committee working group, in which 14,774 staff members responded (38 per cent of the overall United Nations Secretariat population): 8,465 respondents were internationally recruited staff (58 per cent of all international staff) and 6,309 respondents were locally recruited (26 per cent of all local staff).

[2] See resolution 65/247, para. 54, and annex.

(ii) In addition, under the proposed framework, there would be a core requirement for one geographical move in order to be eligible to progress to the P-5 level and above, which would ensure that staff had experience in at least one other duty station before they took on senior management positions, giving them greater understanding of the Organization;

(d) **Career development and knowledge management**. Changing positions helps reinvigorate the workforce, which benefits both the staff member and the Organization, and facilitates the transfer of knowledge and the breaking down of silos. The policy as set out in addendum 1 also proposes a more coherent approach to career development, allowing for more systematic linkage of skills and learning to placement decisions;

(e) **Improved performance**. Research on mobility policies has shown that those who undertake international assignments demonstrate a consistent and ongoing improvement in their performance.[3]

11. It is therefore clear that there is an imperative for action. The reforms already in place create a level playing field and bring about an integrated organization where staff around the world are treated equally and on the same terms, thus laying the foundation for the functioning of the United Nations as a more interoperable organization. With the technical advances offered by Umoja, as well as the work being done to deliver services more effectively, there is an opportunity for the Organization to build on the foundations of the reforms already implemented and take the management of our human resources to the next level. Section IV.A in, and addendum 1 to, the present report examine the policy in greater detail.

III. Summary of progress made in the implementation of General Assembly resolutions 63/250 and 65/247 and next steps

12. Since the General Assembly adopted resolutions 63/250 and 65/247, the Organization has undertaken a variety of human resources management initiatives to respond to the issues introduced in section II above.

13. As indicated in those resolutions, reform is carried out along a continuum. So far, the foundations have been laid for an integrated Secretariat, with the same conditions of service and contractual framework. The talent management system has been further developed, including an overhaul of recruitment, as well as provision of greater access to learning and work to improve performance management; moreover, the electronic talent management tool, Inspira, has been established. The Young Professionals Programme has been introduced, streamlining and enhancing recruitment and development of our young professional staff. All of these developments have laid the basis for the next steps, including a comprehensive approach to staff mobility, the deployment of Inspira to the field, expanded e-learning opportunities, and enhanced performance management.

[3] See Noeleen Teresa Doherty and Michal Dickmann, "Measuring the return on investment in international assignments: an action research approach", *International Journal of Human Resources Management*, vol. 23, No. 16 (September 2012), pp. 3434-3454.

14. Table 1 summarizes the progress made as at August 2012. Table 2 summarizes the next steps to be taken by the Organization in continuing to implement human resources management reform. Section IV of the present report gives more detailed information on all of these issues.

Table 1
Summary of progress made in the implementation of General Assembly resolutions 63/250 and 65/247

Area	*Activities/milestones*
Contractual reform	• One-time review of permanent appointment nearing completion: 99 per cent of eligible cases (4,111 staff) converted to permanent appointments as at 23 July 2012
	• Continuing appointments system established, including development of supporting information technology (IT) tool and calculation of "post envelopes"
Workforce planning	• Forecasted retirements, by job network, family and title
	• Amended retirement recruitment timelines to reduce the time during which posts left vacant
	• Launching of HR Insight, the electronic information platform on staffing with access for Member States
Staff selection and recruitment	• Young Professionals Programme implemented, with first examinations carried out on 7 December 2011, and selections made from July 2012
	• Action taken to reduce length of time for recruitment
	• Inspira enhancements made in area of user interface, rationalization of the staffing process and integration with other databases
Performance management	• Mandatory performance management training introduced in September 2011
	• E-performance tool in Inspira completed and deployed throughout the Organization in April 2012
Learning and career development	• Learning management system piloted in early 2012
	• Review of organizational competency model
Mobility	• Proposal for comprehensive mobility framework agreed by management and staff
Work/life issues	• Flexible working arrangements pilot carried out

Table 2
Summary of next steps in the continued implementation of General Assembly resolutions 63/250 and 65/247

Area	*Activities/milestones*
Contractual reform	• Issuance of continuing appointments and five-year fixed-term appointments for those who were eligible but did not receive a continuing appointment
Workforce planning	• Work with Inspira and Umoja projects to continue to improve ability to plan for the Organization's workforce in the future
Staff selection and recruitment	• Continue deployment of Inspira staff selection tool to the field
Learning and career development	• Promulgate new competency model
	• Review learning and development programmes to enhance delivery and increase link between learning and career development
	• Continued development of learning management system, to include e-learning content of mandatory courses, substantive content courses, language and language exams etc.
Performance management	• Consultations with other entities and staff on best practice for reforming and strengthening performance management in the Organization
	• Implement multi-rater feedback tool
Mobility	• Continuation of work on mobility in light of General Assembly decision
Work/life issues	• Revised flexible working arrangements policy to be presented to the General Assembly
Human resources management scorecard	• Use scorecard information to gain better insight into human resources areas for improvement

IV. Specific initiatives

A. Mobility

15. With the implementation of the recent human resources reforms, which have removed key bureaucratic barriers to movement of staff within the Organization, the time has come for a comprehensive mobility policy, as requested by the General Assembly in its resolutions 63/250 and 65/247. Addendum 1 to the present report provides more detail on the proposals.

B. Contractual arrangements

Background and imperatives

16. In its resolution 63/250, the General Assembly approved a new contractual framework (temporary, fixed-term and continuing) and in its resolution 65/247, the Assembly decided on the modalities for granting continuing appointments, including eligibility criteria.

17. There are two different routes towards the granting of continuing appointments. Staff who have passed a competitive recruitment examination are granted a continuing appointment at the end of their two-year probationary period, subject to satisfactory performance. For all other staff, continuing appointments are available subject to the limits of the post envelopes and the eligibility criteria set by the General Assembly.

Progress made since the adoption of General Assembly resolution 65/247

18. The Office of Human Resources Management of the United Nations Secretariat has developed the legal framework that would regulate the yearly review for award of continuing appointments under the post envelope quota. Secretary-General's bulletin ST/SGB/2011/9 on continuing appointments was promulgated on 18 October 2011, and the administrative instruction that sets out the process in detail has been issued (ST/AI/2012/3). An information circular will be published in the fourth quarter of 2012, announcing the first review exercise and the procedures to be followed.

19. An electronic tool for supporting the administration of the continuing appointments has been developed in Inspira. The tool will allow staff to review their information relevant to the point system (for example, e-performance documents, years of service and moves) and verify this information prior to submission for review by their departments. Based on the outcome of this departmental review, the tool will then automatically calculate the points for staff who meet the eligibility criteria, and rank staff based on their points allocation. Enhancements have also been made to the Integrated Management Information System (IMIS) to allow continuing appointments to be recorded.

Next steps

20. Once the post envelope is confirmed, following completion of the one-time review of permanent appointments, the first exercise will be launched, likely in the fourth quarter of 2012. It will be accompanied by a staff communication campaign.

C. Talent management

1. Workforce planning

Background and imperatives

21. The General Assembly, in its resolution 65/247, expressed the view that there is more scope for forecasting future staffing requirements for major occupational groups than is reflected in current efforts. In paragraph 16 of its resolution 66/246, the Assembly also requested a strategy on succession planning to be developed for all departments of the Secretariat.

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

(a) Succession planning

22. The Secretariat has undertaken a number of steps to develop a more coherent approach to succession planning. Table 3 provides an overview of the succession planning strategies that the Secretariat is undertaking.[4] The strategies are focused on areas where staff succession is allowed through roster-based recruitment.

Table 3
United Nations Secretariat succession planning strategy

Entity[a]	*Positions*	*Strategy*
All	Young Professionals Programme	• Forecast future Young Professionals Programme staffing needs by job family then hold examinations to ensure that there are enough Programme candidates on the rosters for a two-year period
Non-field	All	• Forecast retirements based on staff retirement date
		• Forecasted retirement vacancies are advertised as anticipated job openings twelve months ahead of retirement
		• Entities receive these forecasted retirement reports via EZ-HR (IMIS human resources reporting tool)
		• Member States receive forecasted retirement reports for their nationals online at HR Insight. In addition, all forecasted retirement reports for senior positions (P-5 to D-2) are online at HR Insight
	Language	• Department for General Assembly and Conference Management of the United Nations Secretariat prioritizes language exams based on factors including staffing complement, number of vacancies, projected retirements, separations during the period and status of the roster
Field operations	D, P, Field Service	• Ongoing assessments to identify vacancy gaps in occupational rosters which are to be filled through generic job openings
		• Identify immediate and hard-to-fill positions to be filled through position-specific job openings
		• Prepare for expected expiry dates of assignments and secondments

[a] Non-field operations include departments/offices, regional commissions and tribunals. Field operations include missions plus the United Nations Logistics Base at Brindisi, Italy, and special political missions of thematic clusters III (political offices, peacebuilding support offices, integrated offices and commissions) and IV (United Nations assistance missions).

[4] These succession planning strategies are in addition to the positions planning work being carried out as part of the budget process. The Office of Information and Communications Technology of the United Nations Secretariat is developing an information and communications technology global staffing model and will present this in the future as part of the normal departmental budget submission process (see A/66/94).

(b) Retirements

23. During the reporting period, the Office of Human Resources Management prepared a five-year forecast of retirements from 1 July 2012 to 30 June 2017 by occupation — job network, job families and job titles — for Secretariat staff with permanent, continuing and fixed-term appointments.[5] On average 681 staff (1.8 per cent) are forecast to retire each year, with 60 per cent of those staff in the management and operations support job network. There is no single job title that accounts for a significantly higher proportion of retirees.

24. In addition to the retirement forecast, an analysis was also carried out on the length of time required to replace a retiree.[6] In general, the recruitment process for retiring staff was initiated at least six months ahead of the staff member's retirement date. Despite this, however, the positions were rarely filled by the time the retiree had left because, even in cases where the replacement had been selected, he or she had not yet been onboarded. The result was that the retiree's position was left vacant for an average of 62 days (excluding temporary appointments).

25. As a result of this analysis, the start of the recruitment process for a retiree is being moved from 6 months to 12 months before retirement. If an internal candidate has been chosen as a replacement for the retiree, this means that the recruitment process for the internal candidate's replacement can also start, so as to ensure that that position is filled in a timely manner.

(c) Workforce planning in the field

26. The target vacancy rate for start-up missions is from 20 per cent within 9 months to 15 per cent within a year. The target vacancy rate for all other missions is 10 per cent. If a mission falls below these thresholds or if a quarterly forecast predicts a dip below the threshold, the Field Personnel Division of the Department of Field Support of the United Nations Secretariat will analyse the reasons for the increase in vacancy rates, as well as the distribution of vacancies in terms of level, functions and geographical distribution. It will also conduct an analysis of gaps in the rosters. Corresponding recruitment activities will then be decided. Human resources surge capacity may be added if mission-specific recruitment activities are necessary. In addition, in 2012, field occupational group managers carried out a global exercise to identify where the critical gaps lay across occupational groups and levels in the field in order to address them in the rosters; and in February 2012, the Department of Field Support held a strategic planning workshop with stakeholders to establish a calendar of generic job openings for the second half of the year.

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[5] Population did not include the following: United Nations Development Programme (UNDP)-administered staff of the Secretariat, those in the parts of the tribunals not administered in IMIS/Nucleus, and those on temporary appointments. Forecast of occupational retirements had been gathered by extracting retirement data (retirement date, retiree job title) from IMIS/Nucleus as at 14 April 2012 and merging those data with the revised job codes from the recent job code project (job network, job family, job title).

[6] The sample consisted of 104 out of 474 non-field staff members recorded in IMIS who had retired between 1 July 2009 and 30 June 2010.

(d) Information to Member States regarding their nationals

27. In August 2011, the Office of Human Resources Management launched the online reporting tool HR Insight. The permanent missions of Member States' are now able dynamically to access information previously made available only in the annual report of the Secretary-General on the composition of the Secretariat, or on a case-by-case basis. They can instantly download reports on their desirable ranges and staff information. They can also see which of their nationals are forecasted to retire, as well as forecasted retirements for all positions from P-5 to D-2.

28. HR Insight is also helping make the United Nations more environmentally friendly: for example the list of staff of the United Nations Secretariat is now available exclusively online on this platform, thereby saving 1,216,950 pages per year.

(e) Job code clean-up project

29. The multiple systems across different parts of the Organization make analysing and reporting workforce information challenging. One particular obstacle to efficient analysis has been the proliferation of job codes. Job codes link job openings, candidate applications and rosters and as such are the building blocks of the Inspira system, and will also be used widely in Umoja. However, over time, the Organization had accumulated approximately 7,000 different job codes, many of which were outdated, duplicated or incomplete. To address this issue, a job code clean-up project was undertaken during the reporting period to streamline and standardize the codes, resulting in the creation of a consolidated list of about 2,000 codes which will now be used in Inspira.

Next steps

30. In the next reporting period, work will continue to be carried out to overcome the challenges in workforce planning across the Organization's many entities, with a focus on collaborating with the Inspira and Umoja projects to improve the Organization's workforce planning capability.

2. Staff selection and recruitment

Background and imperatives

31. In its resolution 65/247 the General Assembly highlighted the "paramount importance of speeding up the recruitment and staffing process, in accordance with Article 101, paragraph 3, of the Charter". In paragraph 18 of the same resolution, the Assembly requested the Secretary-General to "conduct a comprehensive review of the entire recruitment process to improve the overall response time with a view to realizing the benchmark of 120 days for filling a post".

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

32. In order to conduct a comprehensive review of the recruitment process, as requested, the Office of Human Resources Management developed a monitoring framework in 2011 which allocated responsibility for each step within the recruitment process to the appropriate stakeholder, as well as the targets for each step.

33. The steps of the staffing timeline from determining eligibility of applicants to selection are set out in table 4. They cover the steps included in the General Assembly-mandated 120-day timeline (excluding advertisement time).[7] However, it is to be noted that this does not include roster selections.

Table 4
Staffing timeline after posting (excluding roster selections): average days per action step

	Entity responsible						
	Department/office	*Office of Human Resources Management*	*Offices away from Headquarters/ regional commissions*	*Target*	*2010[a]*	*2011*	*First half of 2012*
				(days)			
1. Initial HR assessment		■	■	5	14	13	15
2. Recommendation of candidates	■		■	40	53	107	112
3. Status review		■	■	3	21	16	10
4. Central Review Board endorsement		■	■	7	11	15	15
5. Selection by the head of department/office	■		■	5	8	19	19
Total duration of actions within 120-day target (excluding advertising time)				**60**	**107**	**170**	**171**

[a] The figures for 2010 are artificially low because that year was a year of transition from Galaxy to Inspira and the data on the individual steps were available only for Inspira selections.

34. The Office of Human Resources Management has taken a number of actions to improve staffing timelines, as follows:

- Provided systematic training and guidance to hiring managers and executive offices so as to ensure advance planning and allocation of time for conducting assessment activities.
- Initiated an alert message which is now sent to the manager and executive office team on the day of posting the job opening, highlighting the key dates and actions to be taken.
- Introduced the long list/short list approach so that hiring managers can easily distinguish between applicants who meet only the basic evaluation criteria and those who also meet the desired qualifications. This has reduced the workload for hiring managers when evaluating applicants, which in turn has reduced the average number of days for step 2.
- Introduced an automatically generated transmittal memo, contributing to reduced average days for steps 1 and 2.

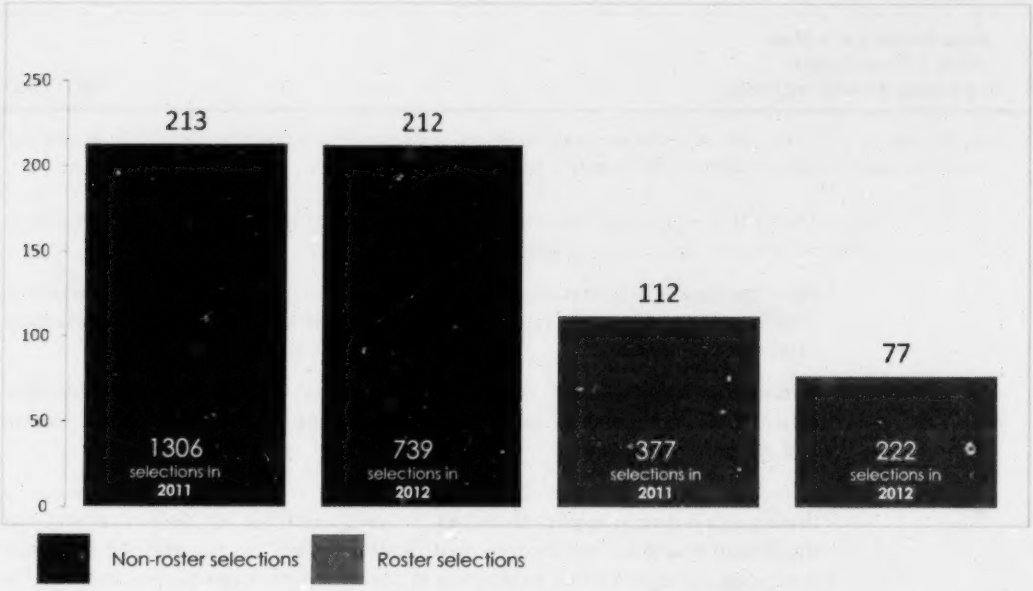
[7] Advertising time (60 days as reaffirmed by the General Assembly in para. 18 of its resolution 65/247) is excluded from this table, as it is not a variable. In addition, it would be misleading to include it in totals across the years, since, as a result, like would not be compared with like, because of the former application of the 60-30-15 rule, or recruitment against project posts etc.

- Enhanced the pre-screening process in Inspira to make the determination of eligibility more accurate.

35. Upon review of the recruitment process the following was noted:

- Selections currently take 212 days in total (including advertising time, which ranges from 60 days for non-project posts to 15 to 30 days for project posts). However, this does not take into account the selections using rosters, which are much faster. When roster selections are included, the average time for selection in the Organization is 183 days (for the first half of 2012), an improvement from 187 days in 2011 and 235 days in 2010.
- The critical challenge lies in step 2, recommendation of candidates, where hiring managers take an average of 112 days compared with the target of 40 days.
- Roster-based selections are nearly twice as fast as standard selections, with an average of 77 days in 2012 (see figure II), resulting in a 31 per cent reduction in time compared with 2011.

Figure II
Average number of days for roster and non-roster selection, 2011-2012



Note: Overall average in 2011: 187; overall average in 2012 to date: 183.

36. In responding to the request made by the General Assembly in paragraph 33 of its resolution 65/247, to make the recruitment procedures of the United Nations more transparent to external candidates, an e-learning programme on competency-based interviewing has been launched via the United Nations Careers portal in English and French. A second e-learning course is also being developed to explain the personal history profile and its role in the recruitment process and to provide guidance in building the document.

Next steps

37. Work will continue on improving the performance of the Organization, as measured against each of the steps in the recruitment timeline. In the longer term, should the proposed mobility policy set out in addendum 1 to the present report be approved by the General Assembly, this would entail a number of changes to the staff selection system, although the current staff selection process would need to run concurrently until the new system was fully operational.

3. Performance management

Background and imperatives

38. The General Assembly, in paragraph 41 of its resolution 65/247, emphasized "that a credible, fair and fully functioning performance appraisal system is critical to effective human resources management" and requested the Secretary-General "to ensure its rigorous implementation". In paragraph 42 of the same resolution, the Assembly requested the Secretary-General "to continue to develop and implement measures to strengthen the performance appraisal system, in particular by rewarding staff for excellent performance and imposing sanctions for underperformance, and to strengthen the link between performance and career progression, in particular for those staff members in managerial positions", and in paragraph 43 also requested the Secretary-General "to report to the General Assembly at its sixty-seventh session on the implementation of the new talent management system".

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

39. During the reporting period, the Organization took a number of steps to ensure the rigorous implementation of the new Performance Management and Development System (see ST/AI/2010/5 and Corr.1).

(a) Oversight of the Performance Management and Development System

40. Joint monitoring groups monitor and support the performance management system in duty stations around the world. In 2011, a Global Joint Monitoring Group was established as a subgroup of the Staff-Management Committee. This Group draws on the reports of local groups to identify common themes and challenges in respect of implementing the Performance Management and Development System, such as the importance of the role of senior managers and the challenges of tackling underperformance. It then makes recommendations on addressing such issues on a global basis.

41. The Group submitted its first annual report to the Staff-Management Committee session in Arusha, United Republic of Tanzania, in June 2012. That report has been shared with all departments/offices/missions so that senior management teams can implement its recommendations. Implementation will be monitored through the head of office, in conjunction with the local joint monitoring groups.

(b) Mandatory performance management training

42. Mandatory performance management training for all managers and supervisors was introduced in September 2011.[8] The training is well attended, with over 50 per cent of managers trained since 2011; and feedback has been positive. Additionally, the orientation programme for newly recruited staff members and young professionals includes sessions on performance management. The Office of Human Resources Management is also developing an e-learning performance management programme for all staff.

(c) Rewarding excellent performance and sanctioning underperformance

43. A Staff-Management Committee working group on performance management drew up a rewards and recognition framework based on the International Civil Service Commission performance management framework and best practices of agencies, funds and programmes. The working group presented the framework to the Staff-Management Committee in June 2012, which agreed that further consideration should be given to this issue.

44. Regarding underperformance, administrative instruction ST/AI/2010/5 and Corr.1 contains a number of provisions for identifying and addressing performance shortcomings. It clarifies the role of management and identifies a number of possible actions, such as counselling, transfer to a more suitable function, additional training and/or the institution of a time-bound performance improvement plan. If a performance shortcoming is not rectified following such actions, administrative actions such as non-extension/termination of an appointment or withholding of a salary increment may be imposed.

45. Currently, the primary mechanism for ensuring that managers are properly equipped to sanction underperformance is the performance management training programme. In addition, in April 2011, the Office of Human Resources Management, in conjunction with the Department of Field Support, published a guide entitled "Addressing and resolving underperformance: a guide for managers".

46. The Office of Human Resources Management is currently working on a reporting tool for improving analysis of the administrative actions that have been implemented following ratings of "partially meets performance expectations" and "does not meet performance expectations".

(d) Links between performance and career progression

47. There is an institutional link between performance and career progression. As set out in sections 9.3 and 9.4 of administrative issuance ST/AI/2010/5 and Corr.1, staff members who have met or exceeded performance expectations should be given a rating of "successfully meets performance expectations" or "exceeds performance expectations" and "[t]hese ratings shall be so viewed when staff members are considered for selection for a post at the same or higher level, without prejudice to the discretionary authority of the Secretary-General to appoint staff members". In the Inspira system, staff members are requested to upload their latest two performance documents to support an application for an advertised job opening, whether at the same level or at a level higher than their current level.

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[8] See Secretary-General's bulletin ST/SGB/2011/5.

48. In addition, the publication entitled "UN Competency Development: A Practical Guide" was introduced in 2010 to promote staff development in the context of performance management. This guide is a resource that allows staff members at all levels to take a more strategic approach towards career development and progression. It also serves as a tool for enabling managers to coach and develop their team members more effectively.

(e) e-performance tool

49. The e-performance module of the Inspira talent management system was globally deployed in April 2012, following a two-year pilot. The launch was accompanied by a communications campaign, training and briefing sessions and targeted training materials.

50. A major benefit of e-performance is that it is part of a single integrated system, which in the future will be linked to enterprise learning management and staffing, thus allowing areas identified for development to be easily linked to learning possibilities. The e-performance module also provides a greater capacity to monitor where the process stands, which is aimed at improving compliance rates.

51. The e-performance pilot tested a multi-rater feedback mechanism through which staff could receive peer feedback and managers could receive supervisee feedback anonymously. However, because uptake was relatively low (only about 10 per cent), it was decided to examine the lessons learned before deploying the mechanism further. The Secretariat is continuing to research best practices in international organizations, Governments and the private sector in order to develop a system that is effective, user-friendly and trusted.

Next steps

52. Further consultations will be held on means of rewarding, recognizing and motivating staff, taking into account best practices and the International Civil Service Commission performance management framework.

53. Work will continue on linking performance management and development with personal and managerial accountability, through training, guidance material and briefings.

54. Research will continue on best practices in the area of multi-rater feedback with the goal of refining the tool.

55. Consultations are planned with a range of internal and external stakeholders on performance management best practices, with the aim of strengthening and reforming performance management policy and processes within the Organization.

4. Learning and career development

Background and imperatives

56. The promulgation of a formal learning and development policy in 2009[9] and the establishment of the senior-level United Nations Learning Advisory Board[10] in the same year underlined the strategic importance of learning and development in building a global, dynamic and adaptable workforce for today's Secretariat.

57. In the last 10 years, the learning programme has expanded significantly beyond its former focus on technical skills such as language and IT. It now offers staff a wide range of opportunities for developing management and leadership capacity, improving communication and conflict-resolution skills, and better managing human and financial resources, as well as upgrading specific substantive skills.

58. For the biennium 2012-2013, $23.2 million from the regular budget is dedicated to learning programmes. This amount is less than the 2 per cent of staff costs, the level considered to be a minimum in best practice, which was formally endorsed by the Human Resources Network on behalf of the United Nations System Chief Executives Board for Coordination in 2003. The figure does not include the funding provisions for training and learning from the budgets for peacekeeping missions and the support account. Other extrabudgetary resources are also used on a case-by-case basis to support specialized learning and training needs related, for example, to safety and security, and humanitarian and post-conflict response, as well as for training related to operational improvements, such as the introduction of the International Public Sector Accounting Standards and Umoja.

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

59. During the reporting period, progress was made with regard to learning and development across the Organization. The review of the organizational competency framework has been completed, and a revised competency model will be promulgated in early 2013 following the consultation process. The objective is to ensure that the competencies reflect current and future organizational requirements, taking into account the behaviours identified as essential to a successful global, dynamic and adaptable workforce.

60. The focus on management and leadership development has continued. Enhanced management and leadership development programmes were introduced in 2009 and by the end of 2012, some 1,900 staff at the P-4 and P-5 levels (including over 300 in field missions) and approximately 440 staff at the D-1 and D-2 levels will have completed the programmes. During the reporting period, the Office of Human Resources Management also offered support and guidance for organizational development initiatives to individual offices and departments. An impact assessment of the management development programme, which entailed following a number of participants from 2009 to mid-2012, was also carried out. This produced encouraging data, indicating the strong positive impact of the programme overall, particularly the coaching component.

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[9] See Secretary-General's bulletin ST/SGB/2009/9.

[10] See Secretary-General's bulletin ST/SGB/2009/8.

61. In 2011, a pilot leadership programme for a small group of Assistant Secretaries-General and Under-Secretaries-General was conducted and received positive feedback. However, the United Nations System Staff College has now been requested by the United Nations System Chief Executives Board for Coordination to develop a programme for Assistant Secretaries-General system-wide (senior leaders exchange programme).

62. The language and communications programmes at Headquarters and offices away from Headquarters have continued to deliver, with particular attention to providing courses responding to specific work-related language needs. For example, in 2012, intensive Arabic language instruction was organized to help meet the need for Arabic-speaking staff in missions in the Middle East. More broadly, language training needs are increasing globally in field missions and a list of learning references and resources has been posted on the language programme website to assist field-based staff who may not have access to on-site training. Work has also started on aligning all language training courses with the same internationally recognized standard. However, the lack of dedicated resources for this purpose has been an obstacle to implementation.

63. E-learning has been a key focus during the reporting period, as representing a cost-effective way of delivering some types of learning. Particular efforts have been made to facilitate access for staff away from Headquarters duty stations, though challenges remain, including technical constraints. The enterprise learning management module of Inspira has been successfully tested for its capability for hosting e-learning programmes and for the administration of instructor-led programmes.

Next steps

64. A review is being undertaken of the Organization's learning and development programmes which will examine best practice within and outside the United Nations system. In particular, the goal is to increase the direct link between learning and career development, and to establish a global strategy that will provide learning and development support to a more mobile workforce. This will result in significant revision to the learning strategy endorsed by the United Nations Learning Advisory Board in 2011, taking into account the new organizational learning and development priorities and needs.

65. The new competency model will be deployed and integrated into the human resources functions (recruitment, performance management and development, learning) in 2013.

66. The Office of Human Resources Management will deploy enterprise learning management across the Organization in 2013. In addition to streamlining learning administration and consolidating learning content and materials, enterprise learning management will facilitate improved tracking of learning, including the monitoring of the minimum target of five learning days per staff member per year established in the learning policy.

5. Inspira

Background and imperatives

67. The General Assembly approved the implementation of a talent management system in its resolution 61/244 of 22 December 2006. Inspira, the software foundation of that system, provides the technology required to support talent management, comprising staffing, on-boarding (now called offer management), performance management, position management, Careers portal, analytical reporting, consultant recruitment and enterprise learning management.

68. Inspira will ultimately support talent management in both headquarters locations and field missions, supporting the goals of an integrated headquarters and field. The capacity of the Organization to plan, execute, monitor and report on issues related to its talent on a global basis will be significantly strengthened.

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

69. During the reporting period, the core foundations of Inspira were delivered. Inspira has almost 750,000 registered users from more than 190 countries, including both staff from around the organization and external applicants. At peak periods, Inspira has supported approximately a half million users in a single month, although typical volumes average between 40,000 and 60,000 users per month.

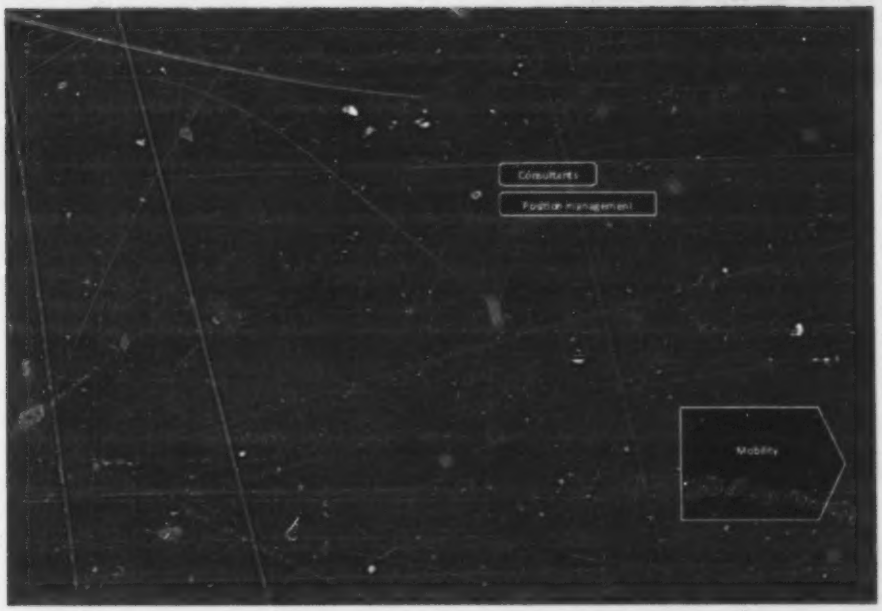
70. The Inspira Support Centre established in Bangkok handles ongoing development as well as operations and maintenance, including the customer service desk. The Centre works closely with the business owners in New York, delivering new modules and operating and maintaining the system.

71. Key achievements during the reporting period included over 250 enhancements and fixes to the staffing module; the extension of the use of Inspira to internships in certain duty stations; implementation of the current advertisement of all examinations on Inspira; the launch of e-performance Secretariat-wide in April 2012; and the launch of the enterprise learning management pilot in New York in May 2012.

Next steps

72. Figure III provides an overview of the overall implementation of Inspira, together with future plans.

Figure III
Inspira implementation



73. In early 2013, the goal is to deliver the staffing module for the field, which will provide a single, unified recruitment system across the Secretariat, as well as the on-boarding (offer management) project, which will provide streamlined offer management for candidates and tracking facilities for the whole Secretariat. The use of Inspira for internships will also be rolled out across the Secretariat.

74. The consultant management system, which will cover the whole process of hiring and managing consultants and individual contractors, will be piloted at the end of 2012 in three offices, with subsequent deployment to the whole Secretariat in 2013. Enterprise learning management, which will provide an integrated system for accessing and monitoring learning, will also be deployed across the Secretariat in 2013, with a phased roll-out in the field expected to begin in 2013.

75. Training, communications and other organizational change management activities will be conducted to support the transition for each new element.

76. The Inspira team will also review the mobility policy once agreed and conduct an impact assessment to determine the changes required. A project will thereafter be initiated to modify the Inspira system to enable it to support the new arrangements.

77. Finally, Umoja and Inspira will work closely together to ensure that they are properly integrated, in preparation for the deployment of the extension of Umoja in 2014.

D. Young Professionals Programme

1. Update on implementation

Background and imperatives

78. The General Assembly in its resolution 65/247 approved the Young Professionals Programme and requested the Secretary-General to report to it on the implementation of the Programme.

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

79. The first examination under the new system was held on 7 December 2011. A total of 111 Member States identified as unrepresented, under-represented or at risk were invited to the examination. Of those, 76 Member States participated, representing a significant increase from previous years (in 2010, 58 Member States were invited and 35 participated). This increase was a result of the decision taken in paragraph 66 of resolution 65/247 that staff members should "retain geographical status when serving against a geographical position", which means that many more countries fell into the unrepresented and under-represented categories.

80. The examination was held in four job families: administration, humanitarian affairs, public information, and statistics. There were 33,791 applications, a 208 per cent increase compared with 2010. A total of 4,426 candidates sat for the examination, an increase of 81 per cent. Of those, 132 candidates were interviewed and 96 candidates ultimately qualified. Successful candidates will be considered for positions at the P-1 and P-2 levels, depending on candidates' qualifications and the availability of posts. In this regard, it is noted that the proposal to the General Assembly had suggested that the age limit should be lowered from 32 to 26 and therefore that successful candidates should all enter at the most junior P-1 level.[11] Given the decision of the General Assembly not to lower the age limit to 26, it was taken that the Assembly's intention was also not to have all successful candidates enter only at the P-1 level. During the reporting period, the arrangement has therefore remained for placement to be made at the P-1 or P-2 level depending on candidates' qualifications and the availability of posts. The Assembly may wish to confirm this understanding.

81. In total, it took 11 months from the announcement of the examination to conclude the list of successful candidates. Despite the increase in the number of applications, this represented an improvement of 2 months over the 2010 examination timeline, and of 11 months over the period from 2005 to 2009, due largely to the shorter application and marking periods, which had been identified in the business process review as having been particularly lengthy, and were thus the focus of improvements.

82. A legacy issue, which continued to be addressed during the reporting period, concerned the roster. Under the national competitive recruitment examination, the number of successful candidates exceeded the number of vacancies, meaning that many candidates remained on the roster without being recruited. To right-size the roster: (a) candidates were asked to indicate if they wished to remain on it; (b) their

[11] See A/65/305/Add.4, sect. II.B, table 1.

information was updated in the process of moving the roster to Inspira; and (c) qualified candidates applied for the relevant P-3 roster, in accordance with paragraph 36 of General Assembly resolution 65/247.

Table 5
Right-sizing of the national competitive recruitment examination roster (July 2012)

Candidate status	*Number*
On the original roster as of 1 January 2012	419
Untraceable/not interested	-166
Placed since 1 January 2012	-57
Total	**196**

83. As of July 2012, 196 candidates were on the P-2 and P-3 rosters (see table 5). In order to place candidates from the P-3 roster, national competitive recruitment examination-rostered candidates were automatically added to the list of interested candidates for all P-3 job openings in their job families. Since this process began, in the first quarter of 2012, three candidates have been selected at the P-3 grade.

Next steps

84. The next examination is scheduled to be held on 5 December 2012. A total of 106 Member States have been invited to the examination. As of 20 March 2012 (the deadline for confirming participation), 79 Member States had confirmed.

85. Given the limited financial resources, it is noted that some of the additional enhancements proposed in phase II of the programme which was originally intended for 2013 and beyond[12] will have to be put on hold. In addition, a number of the elements of career development and support envisaged need to be revisited. For example, it was anticipated that all candidates would be invited to orientation and training prior to assuming their functions.[13] However, given the relatively small number of recruitments per quarter, it may not always make sense to organize orientation at the frequency required for everyone to be able to complete it in person prior to placement. The Office of Human Resources Management has therefore undertaken an evaluation of the orientation programme and reviewed best practices of similar programmes in agencies, funds and programmes in order to develop a more targeted programme which meets the needs of young professionals. Key issues highlighted were the need for better support during the on-boarding process, greater facilitation of networking among young professionals, and more post-orientation support related to career counselling and implementation of personal development plans. These needs will be met on a "just in time" basis through a variety of methods including e-learning and targeted face-to-face training to ensure that young professionals receive the necessary information and training at each stage — prior to deployment, when assuming their duties and once on the job.

[12] See A/65/305/Add.4, sect. II.B, table 1.
[13] See A/65/305/Add.4, para. 42.

86. It was also envisaged[14] that a dedicated training budget of $2,500 for professional development and support would be allocated for each Young Professional Programme staff member. In the current environment, it is considered that implementation of this measure would not entail the best use of resources. However, each candidate has full access to the in-house training programme, including external training programmes for substantive and technical skills. Each candidate would also have a defined workplan, performance objectives and training and learning plans, which will be monitored by managers and candidates.

2. Recruitment of staff members serving in the General Service and related categories

87. The General Assembly has repeatedly urged the Secretary-General "to ensure that all Member States ... are adequately represented in the Secretariat" and requested him "to exercise flexibility in the application of desirable ranges in individual recruitment cases".[15]

88. As part of its response in this regard, the Secretariat since 1996 has permitted staff members who are nationals of a country participating in the national competitive recruitment exam/Young Professionals Programme to apply as external candidates if they meet the eligibility criteria. This is known as the "G to N" process. Between 1996 and 2011, 1,329 staff members applied in this category, of whom 85 were successful. This arrangement was introduced by the Secretary-General in response to the requests of the General Assembly as set out in the preceding paragraph; however, it has never been formally endorsed by the Assembly. It would therefore be useful to secure the endorsement of the Assembly of the continuation of the G-to-N arrangement.

89. In addition, the General Assembly, in its resolution 59/266, decided that the recruitment of qualified staff from the General Service to the Professional category should be permitted for up to 10 per cent of the appointments at those levels;[16] and in its resolution 65/247, the Assembly decided that 10 per cent of the total pool of positions available for the Young Professionals Programme would be earmarked for successful G-to-P candidates (see A/65/305/Add.4, para. 51).

E. Representation of Member States in the Secretariat

1. Increasing the representation of unrepresented and under-represented countries in the Secretariat

Background and imperatives

90. The General Assembly, in section IX, paragraph 2, of its resolution 63/250, requested the Secretary-General "to continue his ongoing efforts to attain equitable geographical distribution in the Secretariat".

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[14] See A/65/305/Add.4, para. 45.

[15] For example, in sect. II, paras. 3 and 4, respectively, of its resolution 49/222.

[16] Resolution 59/266, sect. III, para. 1.

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

91. The Organization continues to undertake significant outreach efforts to unrepresented and under-represented countries through the dedicated unit established in 2008 in the Office of Human Resources Management. This unit handles all aspects of outreach, liaising with permanent missions and Governments, and conducting regular outreach visits to unrepresented and under-represented countries, including to universities and professional associations. To maximize impact, outreach is conducted both in target countries and in locations where a large number of nationals from unrepresented or under-represented countries are present. In this regard, outreach visits have recently been conducted to South Africa, Mexico, the United States of America, Pakistan, Canada, Belgium, Estonia, Costa Rica, Spain, Italy, the Republic of Korea, Iceland, the United Kingdom of Great Britain and Northern Ireland and Panama.

92. The United Nations Careers portal (careers.un.org) is the flagship outreach tool for the Organization and is also the interface with the online recruitment tool, Inspira. The Careers portal provides information to both internal and external candidates regarding the recruitment process, and what the Organization does and where it operates, as well as clarifications regarding organizational structure and the different staff categories. It is also the online tool for applicants who apply for jobs in the Organization.

93. In April 2011, the Secretariat launched a Social Media initiative to increase access globally to information on jobs at the United Nations. This included the establishment of a Facebook site; a LinkedIn site, to reach out to mid-career and senior professionals; and a Twitter account, to provide quick updates on job openings. As of June 2012, the Facebook page had been visited by between 25,000 and 36,000 people per week, while LinkedIn is visited by approximately 40,000 professionals per week and has approximately a half million members in the United Nations careers group network.

94. In terms of measuring the impact of outreach, statistics demonstrate that approximately 6 per cent of the visitors to the Careers portal arrive there directly from social media. Additionally, a recently introduced feature in Inspira was designed to better capture and correlate the data for individuals who apply for jobs and outreach. However, as this data field has been mandatory only since March 2012, it is too soon to measure the results.

2. Increasing the representation of developing countries in the Secretariat

Background and imperatives

95. The General Assembly, in paragraph 64 of its resolution 65/247, reiterated its request to the Secretary-General "to present proposals to effectively increase the representation of developing countries in the Secretariat".

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

96. The number of staff from developing countries at the Professional level and above has increased over the years, from 6,405 in 2007 to 8,154 in 2011. However, the overall proportion has decreased slightly, from 68 per cent in 2007 to 67 per cent

in 2011. The picture at the most senior levels varies: over the same period at the Under-Secretary-General level, the proportion decreased from 55 per cent in 2007 to 46 per cent in 2011, while at Assistant Secretary-General level the ratio increased from 42 to 47 per cent.[17]

97. As mentioned in paragraph 92 above, the flagship outreach tool for the Organization is the Careers portal. Of the 8.5 million visits to the Portal during the reporting period, over 2.5 million (30 per cent) were by those accessing the website from a developing country. The countries in this category with the highest number of hits were, in descending order: Kenya, India, Brazil, Pakistan, China, the Philippines, Côte d'Ivoire, Uganda, South Africa and Nigeria.

98. As part of the outreach mentioned above, activities are conducted with both individual developing countries and regional hubs, where a large number of developing countries would be represented. Work has also been undertaken in cooperation with other departments and offices, including the Department of Safety and Security, the Office for the Coordination of Humanitarian Affairs and the Department of Field Support of the United Nations Secretariat, to attract more applicants from developing countries, especially those with language skills in French or Arabic, which are in demand in field missions. Activities have included regular approaches aimed at a wide range of countries in Africa (particularly in West Africa and the Middle East and North Africa region), Asia and the global South in general. This has included targeting the Governments of those countries; visiting universities and professional organizations as well as relevant non-governmental organizations; and advertising in online development job websites and in widely read magazines, such as *Jeune Afrique*. Social media is also utilized to reach out to nationals of developing countries. The countries in that category from which the Organization's social media sites are most frequently accessed include Nigeria, Cameroon, India, Brazil, Mexico, Indonesia, Kenya, Egypt and Pakistan.

Next steps

99. The Secretariat will continue to develop its social media networks and work with Member States on outreach activities. Additionally, a webcast will be broadcast worldwide on all aspects of careers in the United Nations common system in the first quarter of 2013. In collaboration with the Department of Field Support, the Office of Human Resources Management will also focus on efforts to identify candidates from troop-contributing countries and police-contributing countries. Outreach efforts will also be closely coordinated with the Young Professionals Programme to ensure that a wide range of nationals of participating Member States are made aware of the opportunity. Finally, the Secretariat will be developing a shared database of contacts and will also be working on improving Inspira data collection in order to measure the impact of all outreach activities.

3. Review of ranges methodology

100. In paragraph 63 of its resolution 65/247, the General Assembly, recalling section IX, paragraph 17, of its resolution 63/250, requested the Secretary-General to report to the Assembly at its sixty-seventh session on "proposals for a

[17] See the report of the Secretary-General (A/66/347) entitled "Composition of the Secretariat", table 8, entitled "Distribution of Secretariat staff at the D-1 level and above by economic grouping and gender, as at 30 June from 2007 to 2011".

comprehensive review of the system of desirable ranges, with a view to establishing a more effective tool to ensure equitable geographical distribution in relation to the total number of staff of the global United Nations Secretariat". In section IX, paragraph 17, of its resolution 63/250, the General Assembly recognized "that considerable change has taken place in the composition and the number of staff of the global United Nations Secretariat in the past two decades".

101. In this regard, in previous discussions of the General Assembly on the system of desirable ranges, it had been noted that the current system focuses on regular budget posts and does not include posts financed under peacekeeping,[18] which over time have become the majority. The Assembly, in its resolution 65/247, also approved a reform of the contractual system which meant that both regular budget and peacekeeping posts would be counted in the number of positions available for permanent and continuing appointments.

102. The introduction of changes to the system of desirable ranges is an issue marked by complexity, which is intensified when the possibility of extending the system to posts in the field, financed under the regular budget and peacekeeping, is included. In order to be able to present a proposal that is in line with Member States' expectations, and to develop suitable operational options for posts financed under peacekeeping, the Secretariat would therefore seek the views of the General Assembly with respect to certain issues, namely:

- What type of posts and from what sources of funding should be included (regular budget, peacekeeping, support account etc.)
- Whether the contribution weighting factor should be amended accordingly
- Whether the posts to be counted should be established for a minimum length of time (for example, more than five years, in line with the post envelope for continuing appointments) and/or should they be included on the basis of projections of continuing need, or both

103. In addition, the Secretariat would welcome further guidance from the General Assembly on the intention and definition of the "proper" representation of troop-contributing countries, as requested in its resolutions 66/265, 65/247 and 55/238, taking into account the fact that a number of major troop- and police-contributing countries are considered over-represented within the Secretariat with regard to existing posts covered by the system of desirable ranges.

104. Once this guidance is received, the Secretariat will then formulate a revised approach as a matter of priority, in consultation with all relevant stakeholders, for the consideration of the General Assembly at its sixty-eighth session.

[18] Under the support account for peacekeeping operations, financing for the United Nations Logistics Base at Brindisi, Italy, special accounts for the individual peacekeeping missions and the United Nations Military Observer Group in India and Pakistan and the United Nations Truce Supervision Organization, financed under section 5 of the regular budget.

F. Efforts towards gender parity

Background and imperatives

105. In paragraph 69 of its resolution 65/247, the General Assembly requested the Secretary-General "to increase his efforts to attain and monitor the goal of gender parity in the Secretariat, in particular at senior levels, and in this context to ensure that women, especially those from developing countries and countries with economies in transition, are appropriately represented within the Secretariat".

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

106. Gaps remain, particularly at the senior levels. Within the Secretariat, women account for 31 per cent of P-5 posts, 28 per cent of D-1 posts, and 24 per cent of D-2 posts.[19] One of the main reasons for this is that there are significantly fewer female applicants than male applicants. Only 24 per cent of applicants for senior positions are women (although they make up 36 per cent of the selected candidates).

107. During the reporting period, efforts continued to improve the situation. In December 2011, the Secretary-General wrote to his senior officials to remind them specifically of their shared commitment to recruiting and retaining more women across the system. The human resources management scorecard, which holds all Under-Secretaries-General accountable, has two indicators on gender parity: percentage of female staff in all categories of posts; and percentage of female staff in P-5, D-1 and D-2 posts. These indicators are monitored quarterly by the Performance Review Group and annually by the Management Performance Board. In addition, work has started with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) on developing a comprehensive strategy to attract and retain women, particularly at senior levels.

Next steps

108. The Secretariat will continue its collaboration with UN-Women and other entities in the United Nations system on developing a system-wide strategy to facilitate the advancement of women already within the Organization to senior positions, as well as on external outreach targeting qualified external female candidates. This will bring together a number of activities and processes designed to ensure cohesion in approach and a clear and uniform strategy for deployment of resources.

G. Human resources management scorecard

109. During 2011, the Office of Human Resources Management launched the new human resources management scorecard with new strategic indicators, operational indicators and an online reporting tool to allow self-monitoring by departments, offices and field operations. The scorecard was implemented in phases, first to non-field entities, covering 31 departments; and then to field entities, covering 26 field operations.

[19] See A/66/347, sect. E.2, para. 21, table 10.

110. As the scorecard is relatively new (at the time of writing it had not yet been implemented for a full cycle for all entities), the assessment is very preliminary. This having been said, thus far it has shown signs of having the capacity to help overcome some of the main weaknesses identified in the old system.

111. For example, the scorecard has made possible a new monitoring approach. Most entities can now self-monitor through direct access to the tool, which has helped address gaps in compliance monitoring coverage which resulted from dependence on costly on-site visits. It should also help increase the level of ownership, by removing indicators beyond the control of owners, and providing greater clarity regarding where ownership lies, as was the case, for example, with the staffing timeline.

112. It is expected that performance will improve as users become more familiar with the tool. Going forward, where indicators have not improved, the Office of Human Resources Management will be able to use the scorecard information to gain greater insight regarding the underlying issues than was previously possible.

H. Staff health and well-being

1. Staff health

Background and imperatives

113. United Nations staff are increasingly deployed to field duty stations, including to areas with limited medical and health-care infrastructure. These deployments come with an increased risk to health and safety. The United Nations currently operates 119 health-care facilities in field locations (United Nations dispensaries and civilian clinics in peacekeeping operations).

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

114. During the reporting period, the Medical Services Division of the Office of Human Resources Management has taken a number of measures to improve care and support for staff, particularly in the field of emergency response.[20]

115. The Division has expanded to include the medical component of the Emergency Preparedness and Support Team. This section assists country teams in reviewing the medical component of their mass casualty plans, and trains security and health personnel in medical emergency response. The Division has also taken on the role of secretariat to the inter-agency United Nations Medical Emergency Response Team.

116. The Division has expanded its medical electronic records system (EarthMed) which, by the end of 2012, will be implemented in all regional commissions and five field missions. In parallel, it is reducing the number of paper medical files by 80 per cent and switching to electronic medical files.

[20] See, also, the report of the Secretary-General (A/67/266), entitled "Organizational resilience management system: the United Nations emergency management framework".

117. The Division has redesigned its website to better address occupational, environmental and preventative health issues for a greater number of staff, and has also redesigned the procedures and standards for investigating environmental complaints at Headquarters, in collaboration with the Facilities Management Service.

Next steps

118. In the coming reporting period, the Medical Services Division will be concentrating on expanding the implementation of its medical electronic records system to the field; on implementing the medical component of emergency preparedness support; and on further developing programmes dedicated to environmental and preventative health for the staff at large, as well as continuing education for United Nations health personnel.

2. Flexible working arrangements

Background and imperatives

119. In its resolution 65/247, the General Assembly requested that the Secretary-General report at the sixty-seventh session "on efforts to enhance the understanding and implementation of the principles of work-life balance and a flexible workforce across the Secretariat" (para. 47).

Progress made since the adoption of General Assembly resolutions 63/250 and 65/247

120. A comprehensive three-year strategy for the strengthening of flexible working arrangements has been developed, with a three-pronged approach: advocacy, support and tracking of usage. In support of this strategy, the Office of Human Resources Management has developed a new website on iSeek, as well as a range of information materials. It has also established a network of focal points. The human resources management scorecard was utilized to establish a baseline of flexible working arrangements usage during 2011, which will help measure progress in the future. A pilot of expanded flexible working options was undertaken with two departments: the Department for General Assembly and Conference Management and the Department of Public Information, and the Office of Internal Oversight Services, in order to inform further development of flexible working practices in the Organization.

Next steps

121. The Office of Human Resources Management will use the results of, and data derived from, the pilot to identify appropriate next steps.

I. Staff management relations

122. The Secretary-General maintains an ongoing dialogue with staff representatives of all associations, unions and councils and with the federations of staff unions. During the reporting period, the Secretary-General, the Deputy Secretary-General and other members of senior management have met on a number

of occasions with the leaders of the staff associations, unions and councils to discuss matters concerning staff welfare and conditions of service.

123. Staff-management consultations take place through the mechanism of the Staff-Management Committee, which has representation from all staff bodies. The Staff-Management Committee was established in September 2011[21] as a new framework for staff-management consultations. The United Nations Staff Union joined the new Staff-Management Committee during the reporting period. The Committee is a forum in which staff and management come together to negotiate and build consensus on human resources reform initiatives. In 2012, in addition to the annual committee meeting, a special session was held on the topic of mobility, and the Committee formally agreed on a proposed mobility framework at its first meeting, held in Arusha in June 2012.

J. Liabilities relating to administrative service arrangements

124. The United Nations Secretariat provides administrative services, including advisory services, to a number of entities that do not form part of the Secretariat. These services are offered, for example, when the entities do not have sufficient in-house capacity for self-administration, or when they wish to benefit from the economies of scale associated with a streamlined provision of services. The basis for such arrangements are "institutional linkages" approved by the General Assembly, or memorandums of understanding agreed by the entities concerned, or both.

125. The staff of these entities are not Secretariat staff, but their appointments are governed by the Staff Regulations and Rules of the United Nations. Their letters of appointment normally contain a clause that limits the service of the staff member exclusively to the entity concerned. This clause is intended to ensure that in case of legal challenges of administrative decisions, the employing entity is held liable, rather than the administering entity, that is, the Secretariat.

126. Recent developments, however, have indicated that there is a need to review the way in which these arrangements are designed, in order to limit the Secretariat's potential liability. Of particular significance is the affirmation by the International Court of Justice, on 1 February 2012, that the administering entity was responsible and financially liable for administrative decisions taken in relation to staff members of another entity that it had been administering.[22] In addition, pursuant to the recent reforms of the system of administration of justice, some bilateral agreements need to be revised in order to reflect those reforms and ensure the proper allocation of financial responsibilities.

127. There can also be further legal complications when Committees of the General Assembly other than the Fifth Committee, which is supposed to have pre-eminence in this area, take decisions on administrative arrangements. These decisions can be legally ambiguous and leave room for interpretation.

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[21] See Secretary-General's bulletin ST/SGB/2011/6.

[22] Affirmation of Judgment No. 2867 of the Administrative Tribunal of the International Labour Organization.

128. The Office of Human Resources Management is currently reviewing these issues. Among other mitigating measures, one approach might be to adjust the applicable charge level for services according to these liability risks, as well as to enter into service arrangements only when the United Nations regulatory framework alone would be applicable.

V. Actions to be taken by the General Assembly

129. **The General Assembly is requested to take note of the present report.**

130. **The General Assembly is further requested:**

(a) **To confirm that recruitments under the Young Professionals Programme should continue to be made at the P-1 or the P-2 level, depending on candidates' qualifications and the availability of posts;**

(b) **To endorse the amendments to the learning and development component of the Young Professionals Programme, as set out in paragraphs 85 and 86 of the present report;**

(c) **To approve the continuation of the G-to-N stream under the Young Professionals Programme;**

(d) **To give guidance on the issues regarding the review of the system of desirable ranges, as set out in paragraphs 102 and 103 of the present report;**

(e) **To take note of the issue of liabilities, as set out in section J of the present report.**

131. **The remaining actions to be taken by the General Assembly are reflected in the relevant sections of the addenda to the present report (A/67/324/Add.1 and 2).**

Annex

Summary of follow-up action taken to implement requests of the General Assembly in its resolutions 65/247 and 66/234 and requests and recommendations of the Advisory Committee on Administrative and Budgetary Questions endorsed by the Assembly

A. General Assembly

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*
	Resolution 65/247, Human resources management	
Section I	**Human resources management reform**	
Paragraph 10	Requests the Secretary-General to report regularly on progress on the implementation of ongoing human resources management reform including on efficiencies and concrete improvements.	See the main part of the present report.
Section II	**Recruitment and staffing**	
Paragraph 13	Recognizes that workforce planning should be considered an ongoing process, that the staffing requirements of the Organization are contingent on mandates and that there is scope for the Secretary-General in forecasting future staffing requirements for major operational groups, including the number of staff needed and the skill sets required.	See paragraphs 21-30 of the main part of the present report.
Paragraph 15	Also requests the Secretary-General to continue to ensure equal treatment of candidates with equivalent educational backgrounds during the recruitment process, taking fully into account the fact that Member States have different education systems and that no education system shall be considered the standard to be applied by the Organization.	In March 2012, the World Higher Education Database of the International Association of Universities/United Nations Educational, Scientific and Cultural Organization was embedded within Inspira. This resource, which covers over 16,000 higher educational institutions around the world, is referenced by the Organization to determine credential levels of academic degrees as determined by the competent national authorities.
Paragraph 18	Takes note of paragraphs 11 and 12 of the report of the Advisory Committee on Administrative and Budgetary Questions, decides that, for the time being, the period for the circulation of specific job openings will remain at 60 days, and requests the Secretary-General to conduct a comprehensive review	See paragraphs 31-37 of the main part of the present report.

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*
	of the entire recruitment process to improve the overall response time, with a view to realizing the benchmark of 120 days for filling a post, and to report thereon to the General Assembly at its sixty-seventh session.	
Paragraph 19	Recalls paragraph 13 of the report of the Advisory Committee on Administrative and Budgetary Questions, and requests the Secretary-General to delete the special procedures for the selection of external candidates from the staff selection system.	The special procedures for the selection of external candidates are no longer applied.
Paragraph 21	Emphasizes the importance of the participation of staff representatives in the work of the central review bodies, and requests the Secretary-General and invites staff representatives to engage in a consultative process with a view to resuming the participation of staff representatives in the work of the central review bodies.	In all duty stations, except New York, staff representatives have agreed to nominate staff to participate in the central review bodies. The Office of Human Resources Management continues to make all efforts to engage the staff representatives in New York in a consultative process to ensure their participation in the central review bodies' work. Staff representatives are already invited to submit nominations to serve as members on the central review bodies on every occasion when the secretariat of the central review bodies seeks new nominations for the central review bodies.
Paragraph 23	Requests the Secretary-General to ensure that all applicants are informed of the results of their applications.	Inspira now sends the results automatically.
Paragraph 28	Requests the Secretary-General to include in the human resource management scorecard an additional operational indicator reporting on excess unutilized leave.	Completed June 2012.
Paragraph 33	Further requests the Secretary-General to include, in Inspira website tutorials, tips relating to personal history profiles and competency-based interviews and other materials helpful for external candidates in applying for and being considered for vacancies, no later than the end of the sixty-fifth session of the General Assembly, and to report on his achievements in that regard to the Assembly at its sixty-seventh session.	Extensive information has been made available through the careers website (http://careers.un.org). User manuals are available on Inspira for external and internal candidates alike. Quick guides are available in English and French. Additional Inspira-related learning and performance support resources are being made available in the context of its global deployment.

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*
		A video tutorial on competency-based interviews is available in English and French.
Paragraph 34	Regrets that the Secretary-General did not present proposals on a mobility policy pursuant to section VII of General Assembly resolution 63/250, and in this regard requests that a comprehensive proposal be submitted at its sixty-seventh session.	Document A/67/324/Add.1 on a comprehensive mobility framework for the United Nations addresses this request.
Section III	**Young Professionals Programme**	
Paragraph 36	Requests the Secretary-General, as a one-time exceptional measure until 31 December 2012, to make efforts to place in P-3 posts, subject to geographical distribution, successful national competitive recruitment examination candidates who were on the roster as at 31 December 2009 and who show an interest in and are qualified for such positions, decides that such candidates shall not be granted continuing appointments, and requests the Secretary-General to report thereon to the General Assembly at its sixty-seventh session.	See paragraph 83 of the main part of the present report.
Paragraph 40	Requests the Secretary-General to report to the General Assembly at its sixty-seventh session on the implementation of the Young Professionals Programme, including progress made in reducing the time required to mark the exam and to place successful candidates.	See paragraphs 78-89 of the main part of the present report.
Section IV	**Performance management**	
Paragraph 42	Recalls paragraph 2 of section VI of resolution 63/250, and requests the Secretary-General to continue to develop and implement measures to strengthen the performance appraisal system, in particular by rewarding staff for excellent performance and imposing sanctions for underperformance, and to strengthen the link between performance and career progression, in particular for those staff members in managerial positions, and to report thereon to the General Assembly at its sixty-seventh session.	See paragraphs 38-55 of the main part of the present report.
Paragraph 43	Requests the Secretary-General to report to the General Assembly at its sixty-seventh session on the implementation of the new talent management system.	See paragraphs 21-77 of the main part of the present report.

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*
Section V	**Career development and staff well-being**	
Paragraph 44	Recalls paragraphs 17 and 18 of the report of the Advisory Committee on Administrative and Budgetary Questions, and requests the Secretary-General to include in the training strategy a full picture of the total training resources, including extrabudgetary resources, as well as of the management of such resources, and to build the strategy on the basis of a needs assessment.	The training strategy has been completed and the Assistant Secretary-General of the Office of Human Resources Management communicated the full training resources picture to the United Nations Learning Advisory Board.
Paragraph 47	Requests the Secretary-General to report to the General Assembly at its sixty-seventh session on efforts to enhance the understanding and implementation of the principles of work-life balance and a flexible workforce across the Secretariat.	See paragraphs 119-121 of the main part of the present report.
Section VI	**Contractual arrangements**	
Paragraph 58	Urges the Secretary-General to consider granting five-year fixed-term contracts to staff members who are ranked in the process outlined in paragraph 42 of the present resolution but who are not awarded continuing contracts.	An administrative instruction on fixed-term appointments is under development. This instruction will provide guidance on the granting of five-year fixed-term appointments for staff who have completed five years of service but who have not been awarded a continuing appointment.
Paragraph 60	Requests the Secretary-General to report to the General Assembly on the implementation of the continuing appointments regime in the context of the report on human resources reform, including a review of the level of the post envelopes, as necessary, starting with its sixty-seventh session.	See paragraphs 16-20 of the main part of the present report.
Paragraph 61	Also requests the Secretary-General to report to the General Assembly at its seventy-third session on the implementation of the provisions of the present resolution with the aim of reviewing the system of granting continuing contracts.	Report due at the seventy-third session.
Paragraph 62	Decides that staff members who are granted continuing contracts will be subject to General Assembly decisions on mobility and the learning policy of the Secretary-General.	This will be included in the letters of appointment of staff members who are granted a continuing appointment.

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*
Section VII	**Comprehensive assessment of the system of geographical distribution**	
Paragraph 63	Recalls paragraph 17 of section IX of its resolution 63/250 and requests the Secretary-General to report thereon at the sixty-seventh session.	See paragraphs 100-104 of the main part of the present report.
Paragraph 64	Reiterates its requests to the Secretary-General to present proposals to effectively increase the representation of developing countries in the Secretariat and to report thereon to the General Assembly at its sixty-seventh session.	See paragraphs 95-99 of the main part of the present report.
Section VIII	**Gender representation**	
Paragraph 69	Requests the Secretary-General to increase his efforts to attain and monitor the goal of gender parity in the Secretariat, in particular at senior levels, and in this context to ensure that women, especially those from developing countries and countries with economies in transition, are appropriately represented within the Secretariat, and to report thereon to the General Assembly at its sixty-seventh session.	See paragraphs 105-108 of the main part of the present report.
Section IX	**Consultants, individual contractors, gratis personnel and employment of retired staff**	
Paragraph 70	Expresses concern over the increase in the use of consultants, especially in the core activities of the Organization, stresses that the use of consultants should be governed by the relevant resolutions of the General Assembly, in particular resolution 53/221, section VIII, and that they should be drawn from the widest possible geographical basis, and requests the Secretary-General to make the greatest possible use of in-house capacity and to report to the Assembly at its sixty-seventh session on the measures taken to that effect.	On 2 April 2012, the Assistant Secretary-General for Human Resources Management sent a communication to all executive offices and offices away from Headquarters to convey the requirements set out in paragraphs 70 and 71 of the resolution and request compliance therewith. The geographical basis of consultants and contractors is reported in the report on the composition of the Secretariat.
Paragraph 71	Reiterates that in areas where consultants are frequently hired for a period of more than one year, the Secretary-General should submit proposals, where necessary, for the establishment of posts and should report thereon to the General Assembly at its sixty-seventh session.	This issue was covered in the communication referenced in the comment on paragraph 70.
Paragraph 72	Requests the Secretary-General to report to the General Assembly at its sixty-seventh session on the use of retired former staff and to develop clear criteria for the employment of retirees.	See the report of the Secretary-General entitled "Composition of the Secretariat: gratis personnel, retirees and consultants" (A/67/329/Add.1).

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*
Section X	**Other matters**	
Paragraph 79	Requests the Secretary-General to provide to the General Assembly for its consideration at the main part of its sixty-sixth session a comprehensive report on conflict of interest, including contemporary analysis of what constitutes personal conflict of interest, as well as legal, management and mitigation aspects.	See the report of the Secretary-General on personal conflict of interest (A/66/98), noted by the General Assembly, in its resolution 66/234, as having been considered.
Paragraph 82	Also requests the Secretary-General to analyse the reasons why staff members leave the organization, on the basis of exit questionnaires for staff members leaving voluntarily, and to report his findings to the General Assembly at its sixty-seventh session.	Of 337 staff members who left during the reporting period, 103 left because of retirement, 60 left for alternative job opportunities, 31 left for family reasons, and 22 left because they had been terminated. Seven left for continuing education. Others left simply because of the expiration/non-renewal of their appointment. There was no significant difference in terms of gender. Regarding those staff members leaving for alternative job opportunities, 38 moved to another organization within the United Nations common system, 16 joined Governments and non-governmental organizations and 6 became self-employed. Those who left for family reasons exited mainly because of prolonged separation or "other" (non-defined) reasons. Eight left because of spouse employment issues and two because of child education-related matters.
	Resolution 66/234, Human resources management	
Paragraph 8	Stresses that the Secretary-General should not recur to the practice of temporarily filling posts in the Professional and higher categories with General Service staff members who have not passed the General Service to Professional category examination other than on an exceptional basis, and requests the Secretary-General to ensure that temporary occupation of such posts by the General Service staff shall not exceed a period of one year, effective 1 January 2013, and to report thereon, including on the rationale for such practice, to the General Assembly every two years, starting at its sixty-seventh session.	A communication was issued on 30 January 2012 informing all managers of this. Only in situations in which no suitable G-to-P candidates are found to fill posts in the Professional and higher categories can other General Service staff members be exceptionally considered for these positions. In 2011, there were 157 General Service staff against posts in the Professional and higher categories and in 2012, there were 93 for the period from January through June. These assignments can be authorized only for a maximum period of one year and all selected staff must meet all eligibility requirements. As a transitional measure, previously selected General Service staff members serving in posts in the Professional and higher categories must complete their assignment no later than 31 December 2012.

Reference in resolution	*Request to the Secretary-General*	*Action taken to implement request*
Paragraph 16	Requests the Secretary-General, in his capacity as Chair of the United Nations Chief Executives Board for Coordination, to expedite the conclusion of a revised version of the inter-agency agreement on inter-organization movement and to ensure its utilization by all organizations of the United Nations common system.	The Assistant Secretary-General for Human Resources Management wrote to the chair of the working group on 9 January 2012 to convey this request. The text of the revised Inter-Organization Agreement concerning Transfer, Secondment or Loan of Staff among the Organizations applying the United Nations Common System of Salaries and Allowances was approved by the Human Resources Network of the High-level Committee on Management on 22 February 2012. The majority of the organizations of the Organizations have already ratified it. The Human Resources Network has also established a working group which is considering how we can facilitate inter-organizational mobility.

B. Advisory Committee on Administrative and Budgetary Questions

Reference in the Advisory Committee report	*Request/recommendation*	*Action taken to implement request/recommendation*
	Recommendations of the Advisory Committee on Administrative and Budgetary Questions emanating from document A/65/537	
Staff selection system		
Paragraph 13	Recommends that the Assembly request the Secretary-General to delete the special procedures for the selection of external candidates from the staff selection system.	See comments in this annex under General Assembly resolution 65/247, paragraph 19.
Paragraph 14	Expects that a progress report on the use of rosters, including a statistical analysis, will be included in the report on human resources management to be submitted to the General Assembly at its sixty-seventh session.	See paragraph 35 of the main part of the present report.
Learning		
Paragraph 17	Expects that the learning management system will provide a fuller picture of all the training resources and activities of the Organization.	See comments in this annex under General Assembly resolution 65/247, paragraph 44.

Reference in the Advisory Committee report	*Request/recommendation*	*Action taken to implement request/recommendation*
Human resources management scorecard		
Paragraph 27	An assessment of the functioning of the scorecard should be provided in the report of the Secretary-General on human resources management issues to be submitted to the General Assembly at its sixty-seventh session.	See paragraphs 109-112 of the main part of the present report.
Harmonization of conditions of service		
Paragraph 40	Recommends approval of the recommendations of the International Civil Service Commission with respect to the provision of additional hardship allowances in non-family duty stations.	Approved in resolution 65/248, sect. C.
Paragraph 42	Recommends that the General Assembly request the Secretary-General to ensure compliance by executive heads of the funds and programmes to whom he delegates authority for human resources and financial authority.	Requested by the General Assembly in resolution 65/248.
	Recommends that the Secretary-General and the executive heads of the funds and programmes work closely together, within the framework of the common system, to address and mitigate any unintended consequences of the change.	The Human Resources Network of the Chief Executives Board monitors the implementation of the harmonization of conditions of service in the field, with a view towards identifying and addressing any unintended consequences of the changes in conditions of service.
Continuing contracts		
Paragraph 52	Emphasizes the need to accelerate the field central review process.	The pace of the field central review process has accelerated. Since the inception of the process, the average number of field central review body clearances per month has been five times greater. In 2009-2010, there were 2,515 clearances; in 2010-2011, 4,208; and in 2011-2012, 12,193. As of 15 May 2012, there were 3,355 international field staff serving without limitations, and 3,458 international field staff on fixed-term appointment with service limited to their current mission. This represents significant progress: a year ago only 1,500 staff serving in the field had no limitations on their contracts. The number of staff without such limitations is likely to increase significantly in the coming months as a result of the completion of reference checks linked to the one-time regularization

Reference in the Advisory Committee report	*Request/recommendation*	*Action taken to implement request/recommendation*
		exercise. As of 15 June 2012, a total number of 4,865 serving staff were on the roster for at least one function/level.
Paragraph 53	Welcomes the fact that mission contracts are now of up to two years' duration and, noting that fixed-term appointments can be granted for renewable periods of up to five years at a time, encourages the Secretary-General to use judgement in awarding appointments of a longer duration where feasible.	The criteria and conditions for granting longer-term fixed-term appointments are being prescribed in an administrative instruction that is currently being finalized. The administrative instruction provides further information on the conditions for granting and extending fixed-term appointments. Under the proposed administrative instruction governing fixed-term appointments, the criteria for granting longer-term extensions of up to five years' duration would be similar to the conditions for granting extensions for up to two years. Extensions of appointments would be subject to operational needs of the mission, availability of funds, continuous record of satisfactory performance, continuous service in the Organization etc.
Paragraph 57	Expects that the comprehensive review of mobility will examine mobility requirements in granting continuing contracts.	Secretary-General's bulletin ST/SGB/2011/9 on continuing appointments allocates geographical and functional mobility in granting points for continuing contracts.
System of geographical distribution		
Paragraph 61	Questions the formula applied in scenario 7, which includes posts financed under extrabudgetary resources (peacekeeping budgets and trust funds) but does not take into account the scale of assessments for peacekeeping or contributions to voluntarily funded activities. Nor does the report address requests by the General Assembly to make appropriate provision for proper representation of troop-contributing countries in the Department of Peacekeeping Operations and the Department of Field Support of the Secretariat, taking into account their contribution to United Nations peacekeeping (see resolution 63/250, sect. IX, para. 13).	See paragraphs 100-104 of the main part of the present report.

Reference in the Advisory Committee report	*Request/recommendation*	*Action taken to implement request/recommendation*
Young Professionals Programme		
Paragraph 73	The further development of new initiatives should draw on the lessons learned from the current effort to implement improvements to the national competitive recruitment examination for 2010.	See paragraphs 78-86 of the main part of the present report.
Paragraph 75	Recommends that the age limit of 32 be left unchanged for the time being. This issue should be re-examined at the sixty-ninth session of the General Assembly in the context of a complete assessment of the functioning of the improved arrangements, which the Secretary-General should be requested to submit.	Left unchanged.
Paragraph 76	Recommends that the roster remain valid for two years.	Roster remains valid for two years.
Paragraph 77	Recommends that P-3 level positions be advertised in the same manner as all other positions. In making selections, managers should be encouraged to give priority consideration to candidates from the Young Professionals Programme.	See paragraph 83 of the main part of the present report.
Paragraph 78	Recommends against the proposal that the rotation policy to be applied for the Young Professionals Programme should also be applied to successful G-to-P candidates. These staff should be subject to whatever mobility policy is decided upon by the General Assembly following its consideration of the comprehensive report on mobility to be submitted in accordance with section VII, paragraph 5, of Assembly resolution 63/250.	The first Professional-level assignment of successful G-to-P staff members can be in the same duty station. However, they would be subject to the mobility policy of the Organization.
Staff rules		
Paragraph 80	Recommends approval of the proposed actions contained in paragraphs 22 (a) and (b) of the report, namely, that the General Assembly (a) take note of the new provisional Staff Rules set out in document ST/SGB/2010/6; and (b) request the Secretary-General to amend staff rule 4.14 on the basis of its consideration of the report of the Secretary-General on continuing appointments at its sixty-fifth session.	Rule 4.14 amended in Secretary-General's bulletin ST/SGB/2011/1.

Reference in the Advisory Committee report	*Request/recommendation*	*Action taken to implement request/recommendation*
Staff regulations		
Paragraph 87	Recommends approval of the amendments to staff regulation 1.2 (m) which expands the scope of the definition of conflict of interest to provide for a definition that is not limited to financial interests.	The General Assembly in its resolution 66/234 adopted the definition of a conflict of interest.
Composition of the Secretariat		
Paragraph 89	Encourages the Secretary-General to continue to refine the presentation of the report in order to provide as complete a picture as possible of the structure of the entire Secretariat and the location, levels and contractual status of the staff, as well as a basis for comparison with previous periods, but recommends that, in future reports, the raw data presented be accompanied by analysis of demographic trends.	See the report of the Secretary-General on the composition of the Secretariat.
Paragraph 91	Believes that far more aggressive efforts should be made by the Secretary-General to improve the representation of women.	See paragraphs 105-108 of the main part of the present report.
Paragraph 92	Reiterates its view that the increasing trend of hiring retirees can be avoided through rigorous succession planning and urges the Secretary-General to give priority attention to this issue, especially with respect to language personnel.	See paragraphs 22-25 of the main part of the present report.
Paragraph 93	Emphasizes that, in accordance with section XI, paragraph 4, of General Assembly resolution 63/250, employment of retirees in decision-making positions should occur only in exceptional circumstances.	The limitations on the employment of retirees in decision-making positions will be reflected in the revised administrative instruction currently under development on the retention in service beyond mandatory age of separation and employment of retirees.
Activities of the Ethics Office		
Paragraph 96	An ethics manual would be a useful means of codifying guidance, which could be updated on a regular basis through the issuance of bulletins.	A practical ethics guide has been developed for staff which provides guidance on the fundamental ethical values and standards of the Organization. An external Ethics Office website detailing the services delivered by the Office and providing contact information has been developed and launched in all six official United Nations languages.

Reference in the Advisory Committee report	*Request/recommendation*	*Action taken to implement request/recommendation*
		Ethics guidance materials have been made available via an iSeek link to the Accountability A to Z iSeek page.
Paragraph 97	Stresses the need for continuing coordination among the mechanisms for reporting misconduct and resolving grievances in order to ensure that their functions do not overlap and that staff understand the roles of each of the entities and their interrelationship.	The Ethics Office publication entitled "The roadmap: a staff member's guide to finding the right place", and Ethics Office outreach, advisory, briefing and town-hall activities, have helped clarify the functions of respective United Nations offices, including those responsible for the receipt of misconduct reports, and grievance resolution.
Paragraph 99	The Advisory Committee has commented on the need for an in-depth study on how to handle the financial disclosure programme and expects that the study of the consultants will be finalized expeditiously and the findings implemented as soon as possible.	Completed (see A/66/319 and Corr.1, paras. 69-83).
Paragraph 103	Recommends that the Secretary-General urge the Office of Internal Oversight Services, as a matter of practice, to investigate cases where the Ethics Office considers that there is a prima facie case.	The Office of Internal Oversight Services has advised the Ethics Office that it will investigate referred prima facie retaliation cases.
Measures taken to address systemic human resources issues raised by the Office of the United Nations Ombudsman and Mediation Services		
Paragraph 108	The usefulness of these reports would be enhanced by more concrete elaboration of the issues by the Ombudsman and Mediation Services, and more specific responses to these issues by the Secretary-General.	These requests have been addressed, where applicable, in the report on the administration of justice.
Recommendations of the Advisory Committee on Administrative and Budgetary Questions emanating from document A/66/511 and Corr.1		
Composition of the Secretariat		
Paragraph 4	Reiterates its recommendation that the Secretary-General supplement the raw data presented with analysis of demographic trends and the underlying reasons for these trends (see also A/65/537, para. 89).	See report on the composition of the Secretariat
Paragraph 5	Reiterates its opinion that greater efforts should be made by the Secretary-General to improve the representation of women, in particular at the senior levels.	See paragraphs 105-108 of the main part of the present report.

Reference in the Advisory Committee report	*Request/recommendation*	*Action taken to implement request/recommendation*
Paragraph 7	The Committee is concerned that approximately 40 per cent of the posts subject to the system of geographical ranges are not encumbered by staff having geographical status. The Committee urges the Secretary-General to ensure that the recruitment of candidates is carried out in accordance with the established recruitment procedures, including through the use of the national competitive recruitment examination roster, which has been replaced by the Young Professionals Programme.	To ensure prudent management of resources under the regular budget, as of 15 March 2012, vacant regular budget posts are no longer to be used to temporarily charge staff members who were recruited against a post other than the vacant regular budget post. Moreover, as of the same date, new temporary appointments are no longer to be charged to vacant regular budget posts.
	Requests the Secretary-General to provide comprehensive information on measures taken to address the high number of posts encumbered by staff having no geographic status in his report on human resources management to be considered at the sixty-seventh session of the General Assembly.	The Office of Human Resources Management is working with the executive offices and offices away from Headquarters to review the staff data to determine if staff members "serving" against a geographical post (selected, for example, through a central review body) are properly placed.
Paragraph 8	Requests the Secretary-General to provide further details on the magnitude of the impact of the implementation of General Assembly resolution 65/247 on the representation status of Member States on posts subject to geographical distribution within the Secretariat in the context of the report on human resources management to be considered at the sixty-seventh session of the Assembly.	This information is provided in the report on the composition of the Secretariat.
Personal conflict of interest		
Paragraph 14	Reiterates its previous recommendation in support of the proposed amendment to staff regulation 1.2 (m) to expand the scope of the definition of conflict of interest so as to provide for a definition that is not limited to financial interests.	The General Assembly in its resolution 66/234 adopted the definition of a conflict of interest.
Activities of the Ethics Office		
Paragraph 23	The Committee is of the view that the reported increase in volume of service requests received and the number of cases reviewed are not sufficient indicators to determine fully whether the objectives of promoting high standards of integrity and a culture of ethics are being achieved. The	Appropriate evaluation criteria are being developed by the Ethics Office in consultation with other entities.

Reference in the Advisory Committee report	*Request/recommendation*	*Action taken to implement request/recommendation*
	Committee therefore requests the Secretary-General to devise appropriate evaluation criteria for this purpose.	
Paragraph 25	The ethics briefing should be mandatory and should be extended to incoming senior managers at the D-1 and D-2 levels as well.	Ethics briefings for incoming senior managers are being provided. The Ethics Office is also considering means to enhance its reach to field operations.
Paragraph 26	Given that the Ethics Committee is not an intergovernmental mechanism, it should be renamed appropriately.	The process for renaming the Ethics Committee is under way.
Paragraph 31	The Secretary-General should explore all available means of obtaining the file review services at a lower cost without compromising confidentiality, including the possibility of offshore outsourcing.	The rebidding for the provision of external review services for the financial disclosure programme is under way in accordance with standard procurement requirements.
	Encourages the Secretary-General to consider the possibility of consolidating the review function with the information technology services when defining the requirements for the programme during the forthcoming procurement exercise.	A new information technology platform for the financial disclosure programme will be developed upon funding mobilization. Consolidating the review function with the information technology services may have adverse cost implications and limit the pool of available qualified vendors.
Paragraph 32	Recommends that the matter of filing periodicity be kept under review, bearing in mind the Organization's risk profile.	This issue is under review.
Paragraph 33	The Committee supports a review of the programme's regulatory framework in order to accord the Ethics Office a greater role in determining the filing population and to formulate a more focused set of eligibility criteria.	The review has been initiated by the Ethics Office in collaboration with other concerned offices.
Paragraph 38	Recommends against the appropriation of additional funds for the review function of the financial disclosure function and that the amount be absorbed and reported in the performance reports for the biennium 2012-2013.	Funding options are being explored by the Secretariat.

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Sixty-seventh session
Item 135 of the provisional agenda*
Human resources management

Overview of human resources management reform: towards a global, dynamic and adaptable workforce

Mobility

Report of the Secretary-General

Addendum

Summary

Delivering on the mandates entrusted to the United Nations around the world requires a workforce that is global, dynamic and adaptable. The Secretary-General's goal is to build on the foundations already put in place to deliver a more structured approach to mobility which will improve the ability of the Organization to deliver its mandates, helping ensure that the right people are in the right position at the right time and allowing the Organization and staff to benefit systematically from the opportunities that mobility affords. Pursuant to General Assembly resolutions 63/250 and 65/247, and following extensive consultations with staff, the endorsement of the General Assembly is therefore sought of a proposed framework for mobility and career development of internationally recruited staff in the United Nations Secretariat.

* A/67/150.

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Glossary of terms for the mobility framework

Career development

The systematic process of matching as closely as possible the aspirations of a staff member at each phase of his or her career with the needs of the Organization for the mutual benefit of both. The responsibility for career growth and development is shared by the staff member and the Organization, and supported by the manager. The staff member is the key driver for the career planning process and the Organization provides the structural support.

Functional mobility

Movement between two positions in different job families, for continuous service of at least one year in each position.

Geographic mobility

Movement between two duty stations in different countries, with continuous service of at least one year in each duty station.[a]

Job family

A specific occupational area within a job network. In a job family, the same or relatively similar work is performed, a similar skill set is required and it is possible to move within the family with minimal training.

Job network

Grouping of job families with closely linked mandates or programmes of work and which require similar skill sets.

Job network board

Each job network has a job network board, consisting of representatives of staff and management in equal numbers and human resources staff, which reviews selection/(re)assignment of staff in the Field Service and Professional categories (P-1 to P-5).[b] Representatives of staff and management on the boards must be at the level of the positions being considered and from the relevant network.

Mobility

The movement of staff from one position to another for the purpose of encouraging and stimulating the growth of staff, as well as responding to the needs of the Organization. A position change can involve one or a combination of the following: a change of role; a change of function; a change of department; a change of duty

[a] Definition as agreed by the General Assembly in paragraph 54 (d) of its resolution 65/247. To note however that moves between different duty stations in the same country count internally for the purposes of the payment of the relevant allowances.

[b] Staff at the P-1/P-2 level who were appointed through the Young Professionals Programme/ national competitive recruitment examination would be reassigned through existing mechanisms.

station; or a move from the Secretariat to a fund, programme or agency. Mobility can be via a lateral move or a move to a position at a higher level.

Network staffing officer

A staff member within a job network who manages the process related to selection/(re)assignment and ensures the provision of career counselling and support to staff members.

Position occupancy limit

The minimum and maximum time a staff member can serve in a position.

Role

A role encompasses all the specific responsibilities (i.e. actual duties) to be performed by a staff member occupying a specific position.

Senior review board

Recommendations for selection/(re)assignment at the D-1 and D-2 levels are conducted by a single senior review board, which is comprised of representatives at the Assistant Secretary-General and Under-Secretary-General levels, normally with prior experience in the United Nations common system. The membership of the senior review board will not include representatives of staff.

I. Introduction

1. As elaborated in earlier reports of the Secretary-General (see A/60/692 and Corr.1 and A/61/255), the overall objective of human resources reform in the United Nations is to develop and retain a workforce that is global, dynamic and adaptable in order to ensure that the Organization is able to deliver on the diverse and complex mandates entrusted to it by Member States. Achieving this vision has required major reforms. The approval by the General Assembly of streamlined contractual arrangements and the harmonization of conditions of service in the field enabled the integration of the field and Headquarters into one global Secretariat and removed a number of barriers to the mobility of staff. Building on the success of these previous reform efforts, and pursuant to General Assembly resolutions 63/250 and 65/247, the Secretary-General, in consultation with staff representatives, has developed a proposed mobility and career development framework for staff in the Professional category and above, as well as the Field Service category, that aims to deliver his vision. Work is ongoing on a career development framework for locally recruited staff.

2. The framework set out in the present report is based on the principle that, with few exceptions, all internationally recruited staff should move at regular intervals and that staff should be able to make choices that meet their mobility and career development aspirations. The framework, described in detail below, establishes maximum position occupancy limits, ranging from three to seven years depending on the hardship classification of the duty station. Staff would be expected to apply for positions before reaching the maximum position occupancy limit. Staff could apply to any position for which they are qualified in the same or in another duty station. To encourage geographic and functional mobility, priority in selection would be given to internal staff applying to a different duty station or to a different job family. Staff who have not moved to other positions after reaching their maximum position occupancy limit would be reassigned by the Organization.

3. The proposed mobility and career development framework would require a number of changes to the current staff selection system, including the introduction of priority considerations for selection, the establishment of job network boards that would manage the selection process and a realignment of existing human resources capacity to support the mobility system. The framework, once approved, would be implemented in a phased manner by job network.

4. The proposed framework presented in the report is a result of extensive negotiations between management and staff representatives at the first meeting of the Staff Management Committee, held in Arusha, United Republic of Tanzania, from 14 to 22 June 2012. As such, it reflects a balanced approach to mobility that takes into account the needs of the Organization and the career aspirations of staff members.

II. Context

5. Enhancing staff mobility has been part of the human resources strategy of the Organization since the early 1990s. In its resolution 49/222, the General Assembly urged the Secretary-General to apply the mobility elements of the new human resources strategy to internationally recruited staff, and in its resolution 51/226, the

Assembly requested the Secretary-General to pursue the development and implementation of the managed reassignment programmes for entry-level and other staff.

6. The General Assembly, in its resolution 53/221, also emphasized the requirement of mobility of all internationally recruited staff of the Organization as an integral part of their obligation, and requested the Secretary-General to give full consideration to the need for greater mobility in the context of human resources planning, in accordance with staff regulation 1.2 (c).[1] In the same resolution, the General Assembly requested the Secretary-General to establish mechanisms towards, and to implement a policy of, enhanced mobility across functions, departments and duty stations.

7. The need for enhanced mobility was recognized in the report of the Panel on United Nations Peace Operations (the "Brahimi Report") (A/55/305), in which the need for a field-facing culture at Headquarters was stressed. It was also highlighted in the report of the Secretary-General entitled "Investing in people", in which he called for further action to strengthen the organizational mobility policy to ensure that it meets both the needs of the Organization and individual staff members (A/61/255, para. 139). In the same report the Secretary-General stated that once mobility had been institutionalized as an integral part of each staff member's career, it was expected that this would result in increased flexibility and responsiveness by preparing staff to operate in a multidisciplinary environment (ibid., para. 157).

8. To promote mobility in the Organization, therefore, a number of measures have been taken over the years. For example, a centrally managed reassignment programme was established in 2000 (see ST/AI/2001/7) for the junior professional staff in the organization who had entered via the national competitive recruitment examination. The new Young Professionals Programme also established geographic mobility as an integral part of their careers by providing that the second assignment should be at a different duty station (ST/AI/2012/2, para. 8.2).

9. In May 2002, a mobility policy was established as a central part of the staff selection system to support the development of a more flexible and experienced international civil service. That policy introduced position occupancy limits (five years up to the P-5 level and six years above the P-5 level). The position occupancy period started anew each time the staff member moved as a result of selection, within a managed reassignment programme or as a lateral move to a position with different functions. Staff who reached their maximum position occupancy limits were subject to managed reassignment programmes. As noted in the report of the Secretary-General on the implementation of the mobility policy (A/63/208), however, while the 2002 policy resulted in some movement of staff between and within departments, greater mobility could have been achieved if a number of impediments had been addressed. Following consultation with staff representatives at the meeting of the Staff Management Coordination Committee in June 2008, it was decided to suspend the mobility programme so that a review could be undertaken of the lessons learned.

[1] Staff regulation 1.2 (c) reads in part: "Staff members are subject to the authority of the Secretary-General and to assignment by him or her to any of the activities or offices of the United Nations."

10. Another mobility measure taken by the Organization was the voluntary initiative for network exchange programme (VINEs), which was developed as a means of facilitating lateral job swaps with participating staff. A number of programmes were run between 2008 and 2011, but despite a high level of interest by staff, the number of moves was relatively limited — only 33 staff out of 401 eligible and confirmed participants actually moved, in part because of the high rate of drop out and the cascading effect of each drop out from the system.

11. The present staff selection system has fostered staff mobility since 2007 by requiring two lateral moves for all staff in order to be eligible for posts at the P-5 level. The system also provides incentive to staff movement to areas where vacancy rates are higher by requiring only one lateral move when a staff member has served in the Professional category in Nairobi or a regional economic commission other than the Economic Commission for Europe, or any duty station with a hardship classification of A, B, C, D or E for one year or longer, or when a staff member is applying for a P-5 position at those duty stations from another duty station. The requirement for lateral moves is waived entirely for staff who have served for one year or longer in a non-family mission or duty station (see ST/AI/2010/3, para. 6.3).

III. Current mobility patterns

12. Mobility is currently taking place in the Organization, but it is with little or n management and is unevenly distributed. For example, between 2006 and 2011, there were 6,002 continuously serving internationally recruited staff (excluding Field Service). A total of 2,865 of those staff changed their duty station; however, many made short-term moves, leading to a total of 5,979 duty station changes during that time period.[2] Other staff spend long periods in the same positions: as at 31 March 2012 at least 1,129 internationally recruited staff (excluding Field Service) had spent more than five years in the same position. Research on human resources has also shown that job satisfaction and involvement tends to peak in the first four years in a job and plateau or drop thereafter. It is therefore disadvantageous for both the Organization and for the staff member to get stuck in a job.

13. The Organization continues to face challenges in its staffing. Despite improvements in the overall vacancy rate in the field, certain missions, for example the United Nations Assistance Mission in Afghanistan, where the vacancy rate as of 30 June 2012 was 22.6 per cent,[3] face chronic difficulties in filling their international positions. There are also disproportionately high vacancy rates in certain duty stations and categories of staff. For example in the past five years, the Economic Commission for Africa had vacancy rates between 14 and 21 per cent, with the most acute shortages in language positions. The Organization has no ability under the current system to address these issues systematically and deploy staff where they are most needed.

[2] Data from the Integrated Management Information System (IMIS). Staff who had a break in service, those on temporary contracts, in the Tribunals and those administered by the United Nations Development Programme (UNDP) were excluded.

[3] Field Personnel Division/Information Management Unit and Registry statistics for international staff (Professional and Field Service).

14. As the system does not ensure regular exposure of staff to new career opportunities and challenges, the Organization does not reap the full benefits of a more widely experienced staff, which is critical for a global Organization that is increasingly field-oriented and operational. Nor does the current system meet the aspirations of staff. A Secretariat-wide survey conducted in January 2012[4] showed that a large majority (79 per cent) of internationally recruited staff had expected to work in different duty stations when they joined the Secretariat. A total of 86 per cent considered it important that internationally recruited staff work in different departments, offices or missions, and 66 per cent thought it was important to work in different duty stations. In addition, a large majority (over 70 per cent) believed staff should move to new positions every few years, and 81 per cent wanted the Organization to assume greater responsibility for moving them between different positions and/or duty stations periodically.

15. Thus, at present the potential benefits of mobility are not being realized, either in terms of building the experience and skills of staff members, or in helping the Organization to carry out its mandate by placing staff where they are needed in a timely and effective manner. A workforce that moves around in a more structured manner, and can therefore be more strategically deployed, would help address these challenges. With recent reforms allowing for a more integrated and interoperable Secretariat, the time is ripe for a more structured mobility system which provides a durable solution to these issues, as set out in section IV below.

IV. Key elements of the mobility and career development framework

16. The current proposal for a comprehensive mobility framework has been based on the lessons learned from past initiatives, a detailed analysis of the current Secretariat workforce and position distribution, and research on best practices of other organizations within the United Nations common system and national and international institutions. Intensive consultations with staff representatives have also been a key part of the process. The Staff Management Coordination Committee at its thirty-first session, in June 2010, agreed to reactivate the Working Group on Career Development and Mobility to respond to the Secretary-General's request to develop an agreed comprehensive mobility framework. The Working Group met regularly starting in December 2011 via videoconference and held in-person consultations in Geneva in March 2012. The newly formed Staff Management Committee held a special session on mobility from 30 April to 4 May 2012 and finalized the proposed mobility framework in the present report at its first regular meeting, held from 14 to 22 June 2012.

17. The Staff Management Committee agreed that the mobility and career development framework had three main objectives:

(a) It should enable the Organization to better retain and deploy a dynamic, adaptable and global workforce that can effectively meet current and future mandates and evolving operational needs;

[4] A total of 14,774 staff members responded (38 per cent of the overall United Nations Secretariat population); 8,465 respondents were internationally recruited staff (58 per cent of all international staff); and 6,309 respondents were locally recruited (26 per cent of all local staff).

(b) It should provide staff with broader opportunities for career development and contribution to the Organization and enable the further acquisition of new skills, knowledge and experience within and across departments, functions and duty stations;

(c) It should ensure that staff members have equal opportunities for service across the United Nations and, for relevant functions, a fair sharing of the burden of service in difficult duty stations.

These objectives would contribute to ensuring the Organization's global relevance, enhancing its credibility, and furthering the goal of serving as one United Nations.

18. The proposal outlined below aims to achieve these objectives, while taking into account the diverse functions and unique features of the Secretariat. The result is a framework that would allow mobility requirements to be tailored to the needs of each functional area. The proposed framework also strikes a balance between a purely voluntary and a fully centrally managed system. Staff would choose when and where to apply for positions, according to their own preferences and requirements, within the minimum and maximum position occupancy limits. A centralized system of boards would allow for more strategic deployment of staff; the boards would review each compendium of positions and the pool of applicants and make selection recommendations with a view to optimize the staffing decisions. This is a change from the current situation where individual hiring managers make selection decisions about individual positions on a case-by-case basis.

Scope

19. The proposed mobility framework would apply to all internal staff[5] of the Secretariat in the Professional category and above up to and including the D-2 level, as well as to staff in the Field Service category, holding fixed-term, continuing and permanent appointments, except those on non-rotational positions.

20. A non-rotational position is one that requires an advanced level of expertise, knowledge and qualification in a technical field and where there is no comparable position at the same level in another organizational unit or duty station in the Secretariat. All other positions would be considered rotational, and staff occupying those positions would be subject to position occupancy limits and any relevant network-specific mobility requirements. Staff on non-rotational positions could become subject to the mobility framework by applying to and being selected for rotational positions.

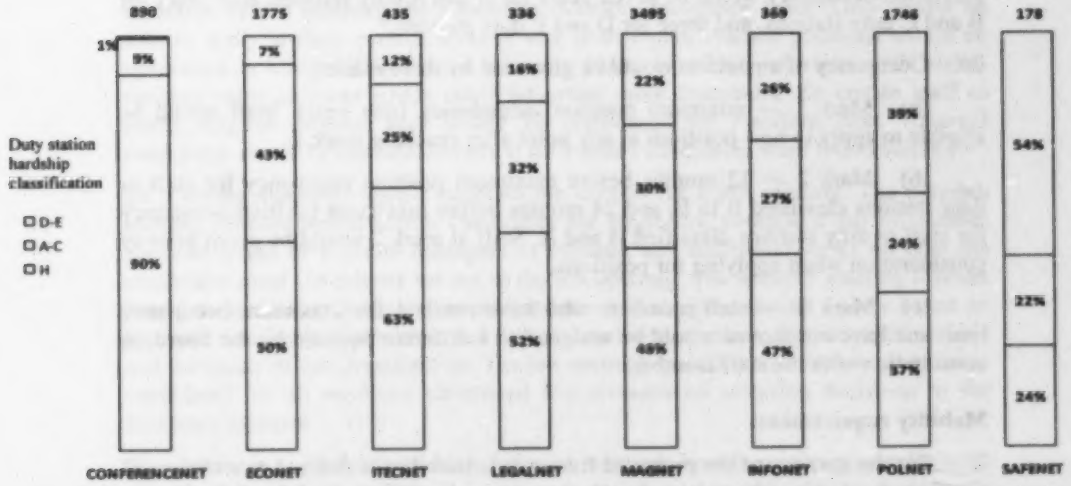
21. Staff members within five years of the mandatory age of separation could choose to be exempted from geographic mobility. In order to recognize staff members who have already undertaken significant geographic mobility, those staff members who have undergone at least seven geographic moves of one year or longer would be able to choose if they want to be geographically mobile (subject to the requirements of the relevant job network).

[5] Internal staff are those that have gone through a competitive process, including review by a field/central review body, and whose appointment is not limited to a specific department/office/mission.

Job networks

22. The proposed mobility framework would be managed within job networks. Managing mobility through job networks would provide a more coherent approach to the career development of staff and a better linkage of career development to evolving operational needs. Networks would be able to provide greater clarity on the skills and experience expected of staff in different functions, with a view towards the future needs within their respective fields of work. The figure below shows the composition of the current job networks by duty station hardship classification, which demonstrates that one size does not fit all — some job networks would have limited options for service in different duty stations, whereas others would have many. The current job networks will be reconfigured to ensure a more consistent distribution of staff and positions within relevant groupings of job families.

Composition of current job networks: total number of staff members in the Professional and Director categories[a] broken down by percentage in each hardship classification in 2011



Note: Data from IMIS as of 30 June 2011. Staff on temporary contracts, in the Tribunals and those administered by UNDP were excluded. The current job networks are as follows: (a) conference services (CONFERENCENET), (b) economic and social development (ECONET), (c) communications and information technology (ITECNET), (d) legal (LEGALNET), (e) management and operations support (MAGNET), (f) public information and external relations (INFONET), (g) political, peace and security (POLNET) and (h) safety and security (SAFENET).

[a] The majority of Field Service staff belong to MAGNET and serve in D-E duty stations.

23. Each job network would have a job network board responsible for recommending selection and reassignment of staff in positions within that network. The boards would consist of representatives of staff, management and the Office of Human Resources Management to review and recommend the selection and

reassignment of staff in the Field Service and Professional (P-1 to P-5) categories.[6] Recommendations for selection and reassignment of staff at the D-1 to D-2 levels would be undertaken by a single senior review board composed of Assistant Secretaries-General and Under-Secretaries-General.

24. Job networks would be supported by teams of network staffing officers with human resources expertise and operational knowledge of the particular job network, including with respect to vacancies and skills requirements. The network staffing officers would carry out human resources activities related to the selection process, including advertising job openings, reviewing candidates for eligibility and suitability, obtaining the views of managers and organizing documentation for review by job network boards. Network staffing officers would also act as career advisers to staff members, working to match their aspirations and skills to the operational requirements of the network.

Position occupancy limits

25. Staff encumbering rotational positions would be subject to minimum and maximum occupancy limits. The minimum would be one year for all positions. The maximum occupancy would be seven years for H and A duty stations, four years for B and C duty stations, and three for D and E duty stations.[7]

26. Occupancy of a position would be governed by three marks:

(a) Mark 1 — minimum position incumbency (one year). Staff would be eligible to apply to new positions at any point after reaching mark 1;

(b) Mark 2 — 12 months before maximum position occupancy for staff in duty stations classified B to E, and 24 months before maximum position occupancy for staff in duty stations classified H and A. Staff at mark 2 would be given priority consideration when applying for positions;

(c) Mark 3 — staff members who have reached the maximum occupancy limit and have not moved would be assigned to a different position by the board, in consultation with the staff member.

Mobility requirements

27. For the purpose of the proposed framework, mobility is defined as a change of position. A position change can involve one or a combination of the following: a change of role; a change of function; a change of department; a change of duty station; or a move from the Secretariat to a United Nations agency, fund or programme. Mobility can be via a lateral movement or a move to a position at a higher level.

28. Geographic mobility would not be a requirement for all staff, but would be required only where relevant and beneficial. Geographic mobility would, however,

[6] Staff at the P-1/P-2 level who were appointed through the Young Professionals Programme/national competitive recruitment examination would not be included.

[7] The International Civil Service Commission has placed each duty station in one of six categories. H duty stations are headquarters and similarly designated locations, where the United Nations has no development or humanitarian assistance programmes, or locations in countries which are members of the European Union. A to E duty stations are field duty stations. Duty stations are categorized on a scale of hardship from A to E, with A being the least difficult.

be expected of staff who wish to reach senior levels. This is to ensure that senior managers have a broader understanding of the work of the United Nations through exposure to different duty stations. Under the proposed framework, a staff member would need at least one prior geographic move of one year or more to be eligible to progress to positions at the P-5, D-1 and D-2 levels. This move could take place at any point during the staff member's career and would replace the current requirement for lateral moves under the existing staff selection system.

29. During the preparation phase, the job network boards would be able to define any additional network-specific mobility requirements for their respective networks, in consultation with the Office of Human Resources Management and with the agreement of the Staff Management Committee.

Selection and reassignment

30. The proposed framework would require significant changes to the way the Organization manages internal and external selection of staff, although the management of movement to a higher level would be similar to the current system.

31. Under the proposed framework, staff would be expected to apply to vacant positions before reaching the maximum position occupancy limit. They would be able to apply at their current level or one level higher. Vacant positions would be advertised in compendiums on a quarterly basis. However, networks with higher vacancy rates or surge needs could advertise more frequently. To enable staff to move, eligible internal staff would be considered for positions first. External candidates would be considered only if no internal candidates were found suitable.

32. Hiring managers would establish the criteria for a job opening. The network staffing officers would screen candidates for eligibility, compile a list of suitable candidates and then invite managers to transmit any additional views on how the candidates meet the criteria set out in the job opening. The network staffing officers would then make preliminary recommendations to the job network boards based on the staff member's application and career development plans, the manager's views and the needs of the Organization. The job network boards would review all suitable candidates for all positions advertised and recommend selection decisions to the Secretary-General.

33. In order to facilitate mobility, the job network boards would give priority to certain categories of staff, such as those from a hardship duty station applying to another duty station, when making recommendations.

Reassignment pool

34. Staff who reach the maximum occupancy limit and have not been selected for positions would be placed in a reassignment pool. The board could, in consultation with the staff members concerned, reassign such staff to any positions the board finds suitable, without the staff members necessarily having applied.

35. In the interest of the staff members concerned and the Organization, job network boards will make their best efforts to reassign staff members serving in D or E duty stations who have reached the maximum occupancy limit to duty stations that are not categorized as D or E.

36. Should there be no appropriate reassignment option, the staff member could remain in the same position and participate in the following reassignment exercise, unless selected for another position in the meantime.

Special constraints panel

37. For those staff in the reassignment pool who could, in theory, be reassigned to positions they had not applied for, there would be a special constraints panel comprised of staff and management representatives in equal numbers to consider exceptional requests to remain in the same duty station. Approval would be granted based on clear criteria, including medical reasons or other compelling personal circumstances where a change of duty station would create undue hardship.

38. The special constraints panel would also consider requests made jointly by the manager and staff member for a staff member to remain in his or her position when the staff member is engaged in a project, the success of which would be harmed by mobility.

39. The recommendations of the special constraints panel would be submitted to the Assistant Secretary-General for Human Resources Management for approval.

V. Benefits of a more structured approach to mobility

40. Under the current staffing system, movements depend solely on staff being selected by individual hiring managers. Neither the Organization nor staff themselves benefit systematically from the opportunities that mobility should afford. There are clear benefits to the proposed system, as set out below.

Better vacancy management

41. Under the proposed new system, while staff would continue to have a choice of which positions to apply for, the final selection recommendations would be made by central boards that would be global, that is to say, handling similar functions across the Organization. The boards would thus have a global view of the supply and demand for staff and the available talent pool. This would allow the Secretary-General, through the boards, to make more strategic choices and to match staff to where they are most needed on a global level, in a way that the current system, based on individual department head decisions, cannot.

Less time spent by managers on staffing tasks

42. The job network boards would also relieve managers of much of the work currently spent on staffing. On average, managers take 112 days to go through the process of reviewing applications, assessing candidates and making selection recommendations. Under the new system, human resources staff would undertake more of the work of assessing and shortlisting suitable candidates, including solicitation of hiring manager views, while the boards would make the final selection recommendations. This would eliminate some of the steps in the current selection system and allow managers to spend significantly less time on staffing tasks, thereby enabling an increased focus on their substantive responsibilities.

Global workforce

43. There are currently particular challenges in terms of movement between Headquarters and other, more difficult locations. Without any mechanisms in place to assist staff in obtaining other positions, some staff are concerned about moving to field duty stations for fear of becoming "stuck". At the same time, staff away from Headquarters often feel they are overlooked for positions elsewhere because they are too far away. The proposed system will help remove these barriers, through the enforcement of position occupancy limits and by giving priority to staff applying from other duty stations. This will create increased opportunities for staff to move to different duty stations, with greater assurance that they will be able to move on at the end of their occupancy limits.

44. The current staff selection policy includes lateral move requirements for staff to be eligible for promotion to the P-5 level and above. Under the proposed framework, this would be replaced by the requirement for one geographic move in order to be eligible for promotion to the P-5 level. Staff will thus have experienced at least one other duty station before they take on senior management positions, giving them vital knowledge and understanding of the Organization.

Career development

45. Changing positions can help reinvigorate the workforce, which benefits both staff members and the Organization, including through sharing knowledge and breaking down organizational "silos".

46. The proposed approach would also allow for a more coherent approach to career development. Job networks would be able to provide greater clarity on the knowledge, attributes and experience expected of staff in different functions, with a view towards the future needs of the Organization, and boards would be better able to take this systematically into account when making selection decisions than individual hiring managers could. Network staffing officers would also be able to recommend learning activities to enhance skills and knowledge and provide guidance on positions to which staff members should apply.

Improved performance

47. Research in human resources management indicates that the performance evaluations of staff who have been mobile show measurable improvements, with the improved trend continuing for approximately three years after their return. Mobile staff were also more likely than those who were not mobile to be promoted after their assignment.

VI. Implementation

48. Following approval by the General Assembly of the mobility framework, a mobility policy will be in place as of 1 January 2013. However, a two-year preparation phase would be necessary, followed by a period of staged implementation starting on 1 January 2015. During the two-year preparation period, the current staff selection system would remain in force for all staff members; however, to assist staff who wish to be mobile and to provide relief to staff in hardship duty stations pending the implementation of the mobility framework,

internationally recruited staff members applying from other duty stations would be given priority for selection, in particular staff applying from D or E duty stations.[8]

49. During the preparation phase, the modalities for implementing the mobility framework would be developed. Work would be undertaken to identify non-rotational positions, redefine job networks, establish job networks boards and the senior review board, identify and train network staffing officers, develop criteria to be used by the job networks in determining any additional geographic, functional and/or lateral mobility requirements, prepare administrative issuances and terms of reference for the various boards and review options for supporting staff and families.

50. In terms of supporting mobility, the Office of Human Resources Management would need to lead work to review existing global human resources capacities across the Organization, including in executive offices of departments, units in offices away from Headquarters, regional commissions and field missions. This would include looking at roles and responsibilities and reprofiling and/or retraining human resources staff as necessary. In addition, career development and learning activities, as well as the performance management system, will need to be adapted to the needs of a mobile workforce. Table 1 provides a timeline for the preparation of the framework.

Table 1
Broad timeline for preparation of the mobility framework

2013
Identify rotational/non-rotational positions
Work with departments to start reconfiguring job networks
Identify the job networks that will be phased in first
Formulate new staff selection procedures
Identify elements in Inspira that will need to be redesigned
Initiate Staff Management Committee working groups to continue consultation with staff on overall mobility framework, staff and family support programmes, performance management, and mobility and career development opportunities for locally recruited staff
Amend current staff selection policy to include transitional measures
Develop policy and procedural framework for implementation of mobility:
• Develop terms of reference, rules of procedure and operating guidelines for the job network boards, including the workflow and processes
• Develop terms of reference, rules of procedure and operating guidelines for the senior review board, including the workflow and processes

[8] If the present framework is agreed, ST/AI/2010/3 would be amended to provide for priority to be given to staff applying from other duty stations from 1 January 2013.

• Develop rules of procedure and guidelines for the special constraints panel

Formulate new administrative issuances to reflect the changes relating to the mobility framework

Design changes to Inspira

Develop and launch an Organization-wide information campaign to clarify the mobility framework/occupancy limits

Set up the senior review board

Set up initial job network boards for those networks scheduled to be operationalized in 2015 and 2016

Boards to begin determining any additional mobility requirements

Identify how human resources capacities will need to be reprofiled to implement mobility in accordance with new service delivery models

2014

Promulgate policy framework

Develop and test new modules of Inspira

Finalize the revised career development and learning strategy

Finalize a comprehensive staff and family support strategy

Identify and train network staffing officers and other support staff for the boards

Information campaign to ensure staff are aware of maximum position occupancy limits and which networks will be phased in first

January 2015

Operationalization of job networks begins

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51. The importance of supporting staff and their families when they are moving has been highlighted by staff and by other organizations as a key success factor. Accordingly, the Organization is committed to enhancing mechanisms to support staff and their families who are geographically mobile to assist in the process of relocation and ensure smooth integration. The Working Group of the Staff Management Committee will continue to explore ways in which the Organization can provide this support. A key issue is the need to review host country agreements and the extent to which they allow employment of spouses, as recommended by the General Assembly (resolutions 61/244, sect. IV, para. 19, and 59/266, sect. VIII, para. 11). There is also a need to improve the information and guidance provided to staff and families on the relocation and integration process. In this area, in particular, opportunities to improve access to information resources and collaboration with the United Nations agencies, funds and programmes can be leveraged for maximum impact with minimal injection of resources.

52. Career development and learning will also need to be linked in a more structured approach. To that end, the Office of Human Resources Management is currently undergoing a comprehensive review of career development, learning and training activities (including language training) within the Organization, with a view to revising the career development and learning strategy, with guidelines and recommendations for implementation.

53. The performance management and development system will also need to be adapted to a mobile organization. The Staff Management Committee Inter-sessional Working Group on Performance Management will aim to propose enhancements in a number of areas, including skills and competencies, evaluation and feedback mechanisms, and linkages between personal development plans and career development.

54. Following the two-year preparation period, the mobility framework would start to be implemented in a phased manner by job network. Staff would become subject to the mobility system when the job network they belong to becomes operational. This would ensure a smooth transition into the new system and enable the Organization to adjust processes in the light of experience and monitor the cost and impact of the mobility system.

55. An Organization-wide communication campaign will be developed to build awareness of the new mobility policy and provide information on the process and support available to staff. Targeted information-sharing campaigns will be conducted for staff members, by job network, to ensure awareness of position occupancy limits. Town hall meetings, iSeek articles and other materials, including frequently asked questions and suggestions on preparing for mobility, will be made available and adapted for the specificities of each job network.

Transitional measures

56. The introduction of the proposed mobility framework would be a significant change for the Organization and its staff and, as such, would require some transitional measures. The Staff Management Committee agreed to a number of measures to apply to currently serving staff, as follows:[9]

(a) Currently serving staff at the P-4 level who have commenced their lateral move or waiver requirements for eligibility to apply for positions at the P-5 level by 31 December 2012 will continue to be eligible to apply to job openings at the P-5 level in accordance with the current system (see ST/AI/2010/3, sect. 6.3) for four years from the implementation date (1 January 2015) until 31 December 2018;

(b) P-5 level staff on board as of 31 December 2012 will be exempt from the requirement for at least one geographic move when applying to job openings at the D-1 level for four years from the implementation date (1 January 2015) until 31 December 2018;

(c) From 1 January 2019, all staff will need to satisfy the geographic move requirement to be eligible to progress to P-5 and above.

[9] The transitional measures would not apply to staff entering the Organization after 1 January 2013.

VII. Costs of mobility

57. As set out in paragraph 27, mobility can be defined broadly as a change in position that gives exposure to different kinds of work. In the case of geographic movement, a cost would be generated.

Cost of an individual geographic move

58. One-time costs for geographic moves include the relocation grant (lump-sum option for unaccompanied shipments), the assignment grant, and travel costs. Recurrent costs include the mobility allowance. The actual figures involved change depending on the profile of the staff member (e.g. grade and level, single or dependent and number of children), the category and designation of the duty station that the staff member is relocating to, the duration of assignment and the number of previous assignments undertaken by the staff member.

59. By way of example, for a P-4 (step 6) single staff member who has already moved once and now moves from New York to Bangkok for a two-year assignment, the estimated costs would be $10,000 (relocation grant), $16,600 (assignment grant), $3,200 (travel costs[10]), $4,000 (non-removal element) and $12,320 (mobility allowance over the 2 years for someone undertaking their first move within the United Nations system), for a total of $46,120 (amortized over 2 years to give an annual cost of $23,060). If that staff member had a dependent spouse and two children the total cost would rise to an estimated $78,000 (annual cost $39,000). For a five-year assignment, the cost for the single staff member would total approximately $80,100, while for the staff member with a dependent spouse and two children the cost would be around $119,500 (annual costs of $16,020 and $23,900 respectively).

Current cost of mobility in the Organization

60. Currently, mobility-related expenditures are included under common staff costs together with expenditures associated with the recruitment of new staff. Nevertheless, efforts have been made to provide an indication of the level of expenditures related to mobility, which was feasible for those entities that record expenditures in IMIS (regular budget and extrabudgetary funds). The estimated expenditures relating to mobility for the biennium 2010-2011 amounted to approximately $22.4 million under the regular budget and $13.7 million in extrabudgetary resources — a total of $36.1 million.

61. With regard to peacekeeping operations and special political missions, as expenditures are recorded in multiple financial systems that are not integrated (IMIS for Headquarters and SUN systems for peacekeeping and special political missions), mobility-related expenditures were not easily identified. The total expenditures relating to the transfer/appointment of existing and new staff, including payment of hardship and mobility allowance, for the financial periods 2009/10 and 2010/11 amounted to $243.6 million. For special political missions, total expenditures amounted to $22.1 million.

[10] The estimates provided in these examples are based on the proposed travel policy that family members travel in economy class.

Future costs

62. Many factors will drive the future cost of mobility, including both the profile of the geographic moves that are made and the number of moves that are made.

63. At present, the Organization cannot predict how many staff will change their duty station in any given year. While over time mobility patterns may emerge, because the system being proposed is largely self-initiated, the number of geographic moves that will be undertaken by staff in future cannot be precisely predicted. Even if the costing for a number of different scenarios could be provided, its usefulness for planning purposes would be limited, as the selection of scenarios would be arbitrary. Accordingly, it is not feasible to give a firm projection of future costs. However, this is equally true under the current system.

64. To the extent that the new framework would lead to a higher number of geographic moves, it will result in an increase in the related common staff costs. Any changes in actual common staff costs would therefore need to be reported retroactively and would subsequently form the basis for future common staff cost projections.

65. However, it is anticipated that despite the proposed requirement for geographic mobility for eligibility to positions at the P-5 level and above, there would not necessarily be a sudden surge in geographic moves (and therefore costs), as 40 per cent of currently serving P-4 staff members already have a geographic move recorded in IMIS. As indicated in the transitional measures, staff with two lateral moves would also be able to count those in lieu of a geographic move until 2018.

66. The phased implementation of the new framework by job network will enable the Organization to monitor and manage any increase in expenditures as each job network becomes operational beginning in 2015. The enterprise resource planning system (Umoja) will also be configured to better capture the costs associated with mobility to allow for more precise reporting of any changes in expenditure related to mobility.

VIII. Criteria, indicators and benchmarks

67. Five years after implementation of the new framework, a follow-up survey will be conducted to gauge the extent to which staff feel that their mobility aspirations have been met under the new framework as well as whether the Organization is effectively supporting them. A successful outcome would be a higher customer satisfaction rate, both from staff with regard to their own mobility and the role played by the Organization, and from those with responsibility for delivering the mandates.

68. In addition, the indicators set out below would be useful to help measure the success of the proposed framework and assess the extent to which the strategic objectives of mobility have been achieved. These will also assist the Organization to monitor improvements and refine the framework as part of a continuous process of improving the Organization's talent management.

Indicator 1: increased predictability and stability in staffing

69. Success will mean more even vacancy rates across offices/missions and duty stations. This will be measured by comparing vacancy rates throughout the Secretariat and assessing if they have become more constant across the Secretariat. Table 2 shows the average vacancy rates for regular budget posts in the Professional category and above at Headquarters and in the main offices away from Headquarters and the regional commissions in 2011. Table 3 shows the corresponding figures for field operations as at 30 June 2012.

Table 2
Average vacancy rates for regular budget posts in the Professional category and above at Headquarters and in the main offices away from Headquarters and the regional commission in 2011

	Vacancy rate (percentage)	*No. of approved posts*
Main office		
Vienna	1.3	174
Geneva	4.9	959
Nairobi	3.1	191
New York	5.5	2 078
Total, main office	**5.0**	**3 402**
Regional commission		
Economic Commission for Africa	18.1	238
Economic and Social Commission for Asia and the Pacific	11.2	193
Economic Commission for Europe	5.9	125
Economic Commission for Latin America and the Caribbean	4.6	216
Economic and Social Commission for Western Asia	10.2	115
Total, regional commissions	**10.6**	**887**

Table 3
Average vacancy rates in the Professional category and above (including the Field Service) in field operations as at 30 June 2012

Mission	*Vacancy rate (percentage)*	*No. of approved international posts*
BINUCA	18.7	77
BNUB	6.7	59
CNMC	13.3	10
MINURSO	8.3	108
MINUSTAH	15.9	533
MONUSCO	21.0	1 184
SASG	8.3	16
UNAMA	22.6	526

Mission	*Vacancy rate (percentage)*	*No. of approved international posts*
UNAMI	20.1	472
UNAMID	27.8	1 519
UNDOF	14.6	48
UNFICYP	5.1	39
UNIFIL	16.7	401
UNIOGBIS	12.2	64
UNIPSIL	12.4	41
UNLB	25	107
UNMIK	13.9	166
UNMIL	17.2	541
UNMIS	19.1	1 098
UNMIT	19.7	462
UNOCI	15.3	437
UNSOA	17.9	145

Abbreviations: BINUCA, United Nations Integrated Peacebuilding Office in the Central African Republic; BNUB, United Nations Office in Burundi; CNMC, Cameroon-Nigeria Mixed Commission; MINURSO, United Nations Mission for the Referendum in Western Sahara; MINUSTAH, United Nations Stabilization Mission in Haiti; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo; SASG, Special Adviser of the Secretary-General on Cyprus; UNAMA, United Nations Assistance Mission in Afghanistan; UNAMI, United Nations Assistance Mission for Iraq; UNAMID, African Union-United Nations Hybrid Operation in Darfur; UNDOF, United Nations Disengagement Observer Force; UNFICYP, United Nations Peacekeeping Force in Cyprus; UNIFIL, United Nations Interim Force in Lebanon; UNIOGBIS, United Nations Integrated Peacebuilding Office in Guinea-Bissau; UNIPSIL, United Nations Integrated Peacebuilding Office in Sierra Leone; UNLB, United Nations Logistics Base at Brindisi, Italy; UNMIK, United Nations Interim Administration Mission in Kosovo; UNMIL, United Nations Mission in Liberia; UNMIS, United Nations Mission in the Sudan; UNMIT, United Nations Integrated Mission in Timor-Leste; UNOCI, United Nations Operation in Côte d'Ivoire; UNSOA, United Nations Support Office for the African Union Mission in Somalia.

Indicator 2: more equitable sharing of the burden of service in difficult duty stations

70. This will be measured by monitoring the number of staff who have served for long periods in D or E hardship locations. Success will mean a reduction in the number of staff spending more than five years in those hardship locations.[11] Job network boards will attempt to select/reassign staff who have reached the three-year occupancy limit for D and E duty stations to positions in locations that are not categorized as D or E. Over time, therefore, these numbers should decrease. Table 4 provides a breakdown of staff with five years of service in hardship locations as at 30 June 2011.

[11] Reassignment will likely not occur precisely at the three-year mark; therefore, five years is the timeframe selected.

Table 4
Staff with five years in hardship locations as at 30 June 2011

		Five years in a hardship location	
Category	*Total staff*	*Number of staff*	*Percentage of total staff*
Director	67	31	46
Professional	795	386	49
Field Service	1 479	851	58
Grand total	**2 341**	**1 268**	**54**

Note: Data from IMIS. Staff on temporary contracts, in the Tribunals and administered by the United Nations Development Programme were excluded.

Indicator 3: an increase in senior managers with geographic mobility

71. Geographic mobility is defined as movement between two duty stations in different countries, with continuous service of at least one year in each duty station. At present, 46 per cent of P-5 staff, 41 per cent of D-1 staff and 34 per cent of D-2 staff have a geographic move recorded in IMIS. Success would be an increase in the proportion of senior managers that have been geographically mobile. Table 5 provides details concerning senior managers who had been geographically mobile as at 30 June 2011.

Table 5
Senior managers who had been geographically mobile as at 30 June 2011

		Geographically mobile staff	
Level	*Total staff*	*Number*	*Percentage of total staff*
D-2	152	51	34
D-1	484	199	41
P-5	1 529	702	46
Grand total	**2 165**	**952**	**44**

Note: Data from IMIS. Includes country changes from 30 March 2000 to 30 June 2011 for more than one year. Staff on temporary contracts, in the Tribunals and administered by the United Nations Development Programme are excluded.

IX. Conclusion

72. The goal of the present proposal is a truly global civil service with the highest standards of performance. The Secretariat of the future will be an integrated Organization with a mobile, experienced staff working to fulfil the Organization's complex and interrelated mandates.

73. The mobility framework presented thus aims to deliver this global Organization, with a workforce able to develop skills and experience and share service equitably in different duty stations around the world, and which can be managed in a strategic manner. The goal is that the framework, in meeting both the

needs of the Organization and individual staff members, will bring about a global, dynamic and flexible workforce that can efficiently deliver the Organization's mandates to the highest standards.

74. Should the General Assembly agree to the framework, the Secretary-General will report regularly to it on progress made on the implementation of the present report, starting at the sixty-eighth session.

X. Action to be taken by the General Assembly

75. **The General Assembly is requested to approve the proposed mobility and career development framework set out in the present report.**